

BIENNIAL REPORT
of the
FLORIDA STATE BOARD
of
SOCIAL WELFARE



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August, 1935 to March, 1937

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STATE BOARD OF SOCIAL WELFARE
JAMES DONN, CHAIRMAN
May 1937

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FLORIDA STATE BOARD
OF
SOCIAL WELFARE

HONORABLE FRED P. CONE, GOVERNOR

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Florida State Board of Social Welfare

EXCHANGE BUILDING

JACKSONVILLE, FLORIDA

May 3, 1937

TO HIS EXCELLENCY, FRED P. CONE, GOVERNOR and
TO THE HONORABLE MEMBERS OF THE LEGISLATURE
OF THE STATE OF FLORIDA
TALLAHASSEE, FLORIDA

I have the honor to transmit herewith a report of the welfare program carried on by the State and District Boards of Social Welfare under the provisions of the 1935 Social Welfare Act (Chapter 17,477, Laws of Florida, 1935).

The report covers the work which has been done since August 7, 1935, on which date the State Board of Social Welfare was organized.

We have attempted to present briefly the policies and procedures which have been established by the State Board, the functions which have been performed, the methods which have been used and the standards which have been set up. Tabulations of the number of people assisted and a discussion of the problems remaining are also contained in the body of the material here presented.

In accordance with the provisions of the 1935 Social Welfare Act the Board also submits its recommendations to the 1937 Legislature.

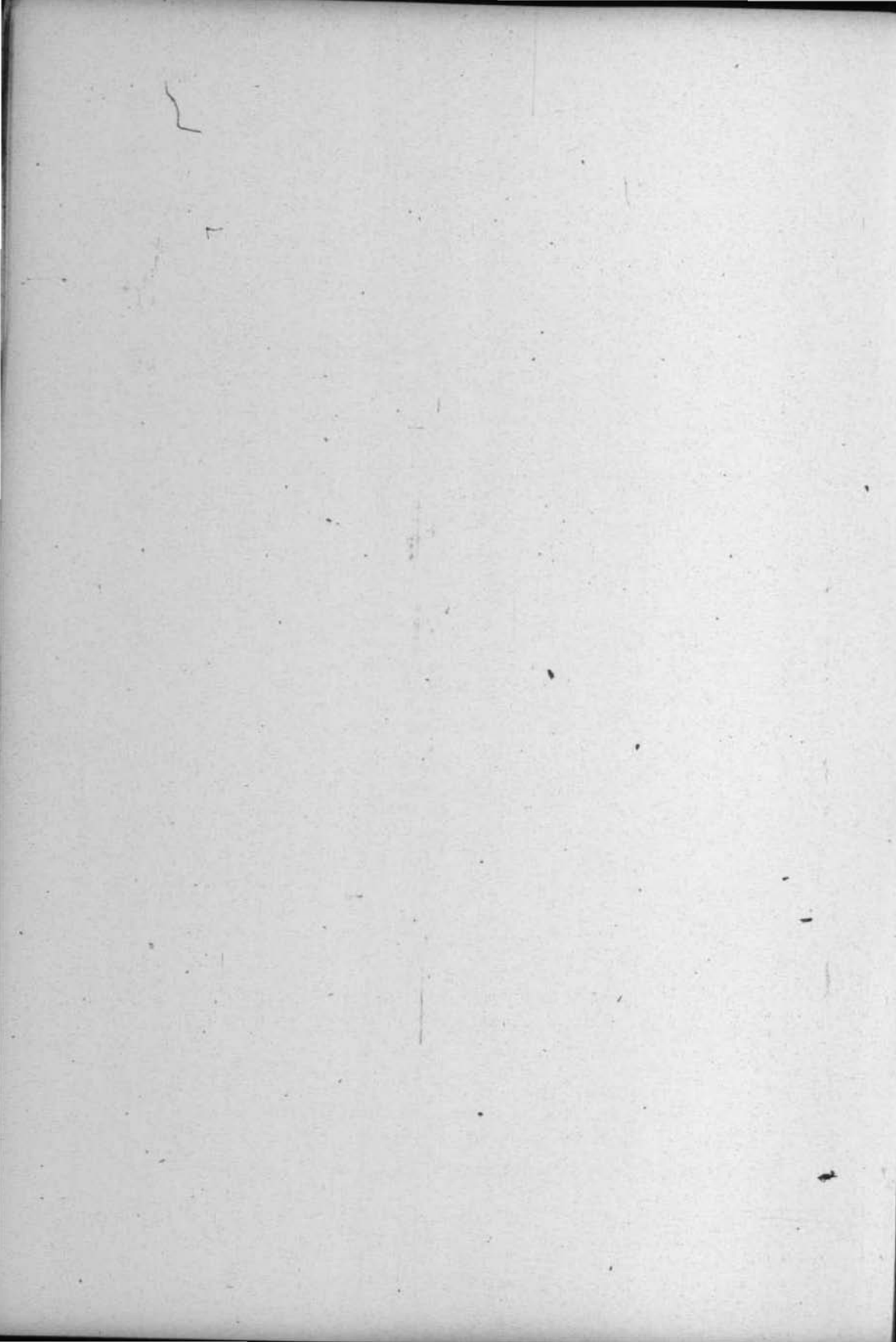
The members of the State Board, charged with carrying out the provisions of this Act, express their deep appreciation at this time to the Federal, State and County officials whose cooperation has made their accomplishments possible. They express their appreciation also to the District Board members, who deserve no less than the State Board members, full credit for the accomplishments of the last two years. The unselfish service, which this group of laymen has given to the State, is in itself, proof that the public conscience has been stirred.

Respectfully submitted,

James Down.
Chairman.

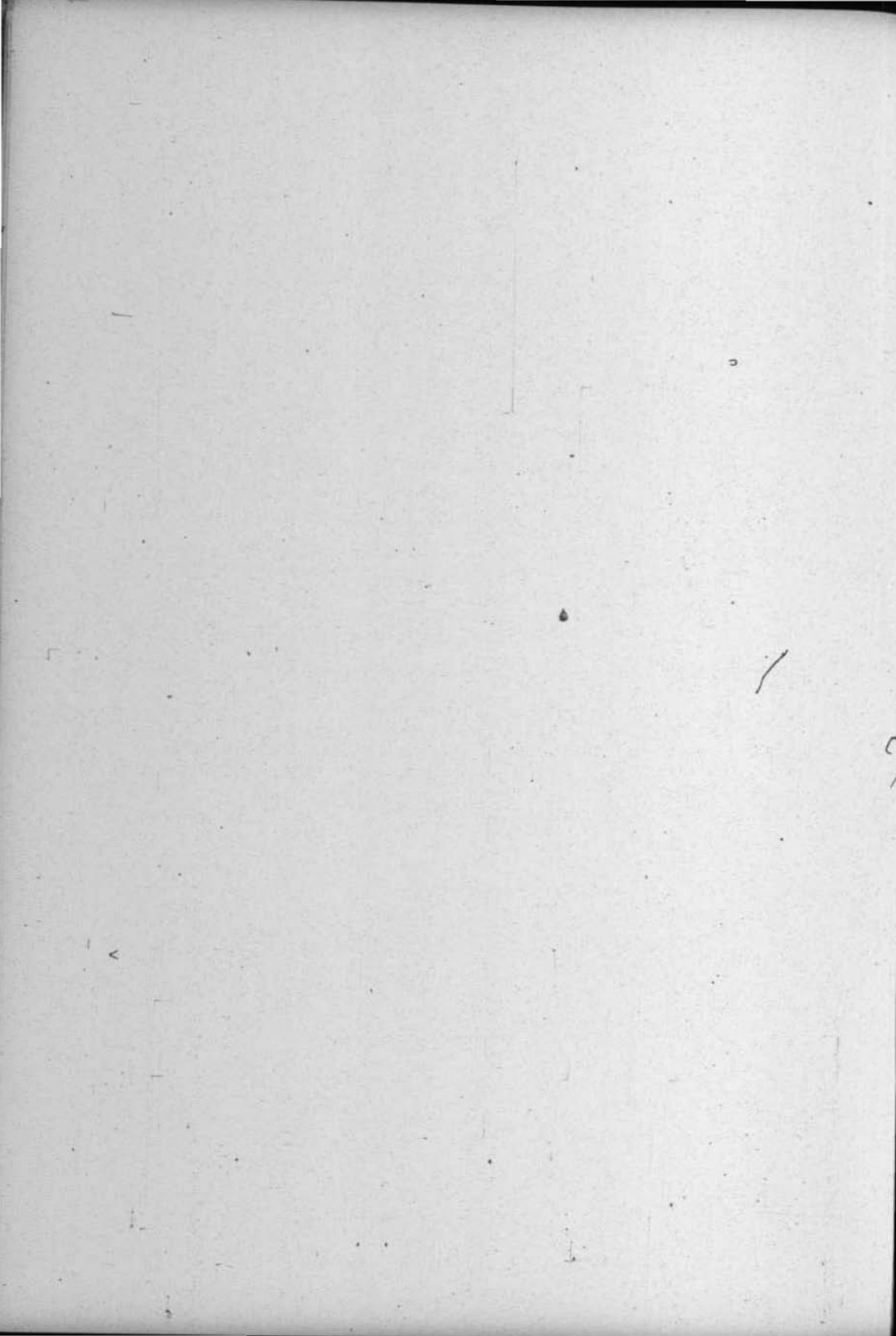
TABLE OF CONTENTS

	Page
Introduction	9
PART I RECOMMENDATIONS	13
Passage of Act	14
Amendments	14
Appropriation for Social Security Benefits	14
Appropriation for Child Welfare Services	15
Appropriations for:	
(a) Certification Service	15
(b) Commodity Distribution	15
PART II FUNCTIONS AND SERVICES	17
1. Old Age Assistance	18
2. Child Welfare Services	23
3. Case Work Service	30
4. Services to Federal Employing Agencies	34
Works Progress Administration	35
Civilian Conservation Corps	37
Resettlement Administration	39
National Youth Administration	39
Other Federal Projects	40
5. Commodity Distribution	41
6. Direct Relief	44
7. Administration of Outdoor Relief for Counties and Cities	46
8. Service to State Institutions	48
9. Clearance Service to Other Agencies	50
10. Care of Indigent Transients	52
11. Research and Statistics	55
12. Informational and Educational Service	60
PART III ORGANIZATION	61
District Map	62
District Plan	63
Organization Chart	64
Personnel	65
Merit System	65
PART IV FINANCIAL REPORT	67
Source of Funds	68
Financial System	68
Types of Expenditures	71
Assistance from Local Government Units	72
Summary of Present Financial Situation	73
APPENDIX—District Board Members	74



LIST OF TABLES

	Page
TABLE I Summary of Recommended Appropriations	16
TABLE II Participation of Florida Counties and Federal Govern- ment in Old Age Assistance Plan	21-22
TABLE III Cases Receiving Case Work Service from District Boards of Social Welfare, by months, February, 1936- March, 1937	33
TABLE IV WPA Employees and Earnings, by Months, August, 1935-February, 1937	36
TABLE V CCC Enrollments in Florida, July, 1935-April, 1937.....	37
TABLE VI Number of Florida Boys in CCC Camps, and Earnings, by Months, August, 1935-February, 1937	38
TABLE VII Food Commodities (and Estimated Fair Value) Re- ceived from the Federal Surplus Commodities Cor- poration and Other Sources of Florida through the Commodity Distribution Division of the State Board of Social Welfare, August 1, 1935-February 28, 1937.....	42
TABLE VIII Clothing and Household Articles (and Estimated Fair Value) Received from the WPA Women's Work Divi- sion, Distributed to Relief Clients and Other Eligibles in the State of Florida through the Commodity Dis- tribution Division of the State Board of Social Welfare, August 1, 1935-February 28, 1937	43
TABLE IX Direct Relief from FERA Funds, by Months, August through December, 1935	44
TABLE X Summary of All Types of Public Assistance in Florida —January, 1937	57
TABLE XI State Board of Social Welfare Statement of Receipts and Disbursements, August 7, 1935-February 28, 1937	69-70
TABLE XII Analysis of Expenditures, by Months and Types, for Twelve Months Ending February 28, 1937	71



INTRODUCTION

The growing demand for social justice is the most significant development in the past two years in Florida. The passage of a constitutional amendment by an overwhelming majority, which gave the State responsibility for the care of its dependent citizens, is clear evidence that the public conscience has been stirred to action.

The passage of the 1935 Social Welfare Act is almost a preamble to this amendment and was the first evidence of an acceptance by Florida citizens that they recognized the existence of basic social problems.

Out of the nation-wide depression, which caused distress and suffering to millions of people, came the recognition by the Federal government and by State governments that the public purse must be used to soften the effects of the economic depression. Normal progress from the concept of relief to the concept of preventing the need of relief is already being made under National and State laws which contain provisions designed to prevent dependency, poor health, delinquency and other social problems.

Florida has been slower than any other state to conceive its responsibilities as a State. The inability of cities and counties to cope with the problems during the worst years of the depression did not result in State assistance as it did in many other states; instead Federal aid carried the whole responsibility. Thus, State assistance in Florida was retarded until Federal aid was actually withdrawn. When it became impossible for Florida to receive further Federal funds, without the appropriation of State funds, the necessary action to make State funds available was taken. The first step taken in this connection was the constitutional amendment passed at the General Election November 3, 1936. The second step will be an appropriation by the 1937 Legislature for carrying out the purpose of the amendment.

A Brief History of the Events of the Last Two Years

In later pages of this report, the work which has been done is described in some detail. We are attempting here to give only a brief summary of the 1935 Social Welfare Act and steps which led to its enactment. We quote, therefore, from the foreword contained in a reprinting of the 1935 Social Welfare Act which describes the steps taken:

"The initiative in the plan to write a new welfare law for Florida was taken by the State Board of Public Welfare during the summer of 1934. Most of the details of the plan were worked out by Mrs. Willis M. Ball, Chairman of the Board, in cooperation with Julius F. Stone, Jr., then Administrator of the Florida Emergency Relief Administration. Governor David Sholtz gave his support to the plan by appointing the Florida Commission on Social Legislation in December, 1934. The bill, as presented to the Legislature, was the work of the Commission and of those employed by the State Board of Public Welfare, with the assistance of the Florida Emergency Relief Administration. The Legislature made some revisions during the course of its consideration of the bill but the main provisions and the fundamental plan were retained.

"Important contributions to the material used were contained in the report of Miss Emma O. Lundberg of the United States Children's Bureau, in her publication called "Social Welfare in Florida," and by Henry Epstein, Solicitor General of the State of New York, who wrote the basic concepts of the law at the invitation of the Commission on Social Legislation.

"The Florida law differs primarily from the usual state welfare laws in that it sets up the administrative system on a district rather than a county basis. This system was adopted because of the impossibility of successfully organizing 67 different county boards in a state as thinly populated as Florida. It is hoped that the district system will represent all of the counties individually while at the same time grouping them in large enough units that the administration of welfare activities may be handled economically and efficiently.

"Since the Act was written at the time that the National Social Security Act was being prepared, an attempt was made to insert in it the provisions necessary for the State to participate in the benefits of the Federal Act. Further changes and improvements to both widen the scope and to conform definitely to the national measures which have since been acted upon by the Congress of the United States will be presented at the next session of the Legislature.

"The Law, as it stands, makes possible a rapid and satisfactory development of governmental facilities for assistance to persons who cannot fully meet their own needs. The realization of the aims and intentions of its sponsors will be dependent upon the vision and courage of those persons who have been selected to direct its course and upon the cooperation of the political subdivisions of the State. . . ."

Old Age Assistance Program

Most notable among the accomplishments of the State and District Boards of Social Welfare has been the launching in Florida of an old age assistance program financed by County and Federal funds. The Florida plan is the only one of its kind in the country, under the temporary provisions of the Social Security Act which expires July 1, 1937. The plan may continue only if State funds are made available before July 1st.

The success of the State and District Boards in securing appropriations from each of the 67 counties in the State to match Federal funds for old age assistance demonstrated clearly two things: first, the popular demand for old age assistance and, second, the confidence of the County Commissioners in the State and District Board members who sponsored the program. The second most notable accomplishment has been the acceptance of responsibility, and the effective use of the authority placed in them by the 108 State and District Board members. In no other state has there been organized and placed into effective action such an able and cohesive group of citizens. Because of the leadership given by the Board members, the staff has been more effective than usual in its work. The net result has been that Florida in two years has made progress on a state-wide basis which ordinarily takes from five to ten years. The alertness of the State and District Board members and their willingness to continue their efforts under difficulty over a period of almost a year is the only reason that some 10,000 aged persons over seventy years of age were able to receive monthly allowances from October 1, 1936 to July 1, 1937. Under no other plan than the one adopted by the State and District Boards could these aged have received this help.

The Boards were able to make such rapid progress because: (a) they were made up of sincere local citizens prominent in their own communities and conscientious about the duties imposed upon them and, (b) the 1935 Welfare Act itself was an elastic document giving broad powers within the fields covered and providing at the same time for a logical form of organization and a broader delegation of authority all along the line.

The members of the State and District Boards, having invested in them such complete authority, should be highly congratulated by the citizens of Florida for the high standards which they set for themselves in carrying out these broad powers. The employment of all staff members by a competitive merit system and the consistent policy of directing their efforts toward the

purpose for which they were appointed have been the major reasons for success. During almost two years of learning by experience these Boards have become extremely efficient units for carrying on the State Welfare program.

Child Welfare

It will not be possible to fully meet the needs of Florida children until the program for aid to dependent children, as provided for in the National Social Security Act, is in operation.

The recommendation of the State Board to the Legislature is that funds be made available to care for 23,700 children living in 9,500 different families. The grant recommended per child is \$10 per month.

The State Board again, with the cooperation of the District Boards, has been successful in securing a Federal grant through the United States Children's Bureau in the amount of approximately \$23,000 annually under which four child welfare demonstration centers and two training units are in operation. The District Boards encouraged local citizens to ask for the special child welfare services and secured from these local citizens necessary funds for paying the relief cost of the program. The Federal funds were used for payment of salaries and travel expenses.

In the training centers Florida girls, interested in professional social work, are being given training in the child welfare field and will be available, after completion of their combined experience and training, to extend the services in other counties. This work is to make it possible to have an effective program in child welfare work in each of the 67 counties in Florida.

Services to Federal Agencies

The State Board and the District Boards took over the State responsibility in connection with Federal agencies employing persons in need of relief. This responsibility was simply the investigation and certification of the Federal agency of those who were most in need. A special session of the State Legislature to provide funds to carry out this purpose would probably have been necessary had the State Board not used the funds at its disposal to carry on this work.

Acknowledgement is gratefully given to the private citizens, public officials, the Press and to socially-minded groups whose whole hearted cooperation has made these accomplishments possible.

PART I

RECOMMENDATIONS

The 1935 Social Welfare Act states that "the State Board . . . shall embody in its biennial report to the Governor and the Legislature such recommendations in respect of further necessary legislation as the Board may believe appropriate". (Section 22). The principle recommendations are the re-enactment of the 1935 Act and the appropriation of sufficient funds to secure for Florida the benefits of participation in the assistance measures of the social security program.

RECOMMENDATIONS

The recommendations here presented are based upon experience in operation of the State Board of Social Welfare under the act of 1935, as described in detail in subsequent sections of this report.

First: It is respectfully recommended to the members of the 1937 Legislature that the Act which created the State Board of Social Welfare in 1935 be continued as permanent law by amending Section 33, because:

1. It has been demonstrated as workable.
2. It has been acceptable to the Social Security Board, which has permitted the operation of the present old age assistance plan under it.
3. Failure to re-enact the present law would endanger the uninterrupted administration of welfare activities and old age assistance to Florida's needy people.

Second: It is further recommended that the 1935 Social Welfare Act be amended as in Senate Bill No. 308 and House Bill No. 500, and that additional amendments recommended by representatives of the Social Security Board be enacted if and when such recommendations are made.

Third: It is recommended that the Legislature appropriate not less than \$4,706,420 per year for each of the two fiscal years ending June 30, 1938, and June 30, 1939, for the purpose of:

1. Meeting half the cost of assistance to approximately 21,000 needy Florida citizens over sixty-five years of age, in the average monthly amount of approximately \$15, the remaining half to be granted by the Federal government under the terms of the Social Security Act, and

2. Meeting two-thirds of the cost of aid to 23,700 children in 9,500 families, at an approximate average per month per child of \$10, and
3. Meeting half the cost of aid to 1,200 blind at an average per month, per blind person, of \$15, and
4. Providing \$797,420 per year to defray the State's share of the cost of employing approximately 531 persons and to meet other necessary costs of administering public assistance in accordance with Federal and State requirements.

Fourth: It is recommended that \$34,500 be appropriated as the State's share in carrying on the program of child welfare services which was begun under the State Board of Public Welfare in 1927.

Fifth: (a) It is further recommended that careful consideration be given to the desirability of continuing, through the State Board of Social Welfare, the selection service for Federal agencies employing relief labor. The agencies include the Works Progress Administration, Civilian Conservation Corps, National Youth Administration, Resettlement Administration, and miscellaneous other Federal projects. A State selection agency approved by the federal agencies must be in existence to assure the continued benefit of the operation of those programs in Florida as long as they are carried on by the Federal government. (See Part II, Section 4, for a detailed explanation of these services and an indication of the worth of these programs to Florida.)

(b) It is also recommended that consideration be given the advisability of continuing the service of distributing Federal surplus commodities (for description and evaluation of worth to Florida see Part II, Section 5). Federal officials have advised the Governor that the continuation of allotments of surplus commodities for distribution in Florida is contingent on a State appropriation to bear the costs of distribution, other than certified relief labor. These costs include supervision, supplies, fuel and maintenance for trucks, office expenses, etc.

The services mentioned in the preceding paragraphs require approximately 138 workers at an estimated cost of \$16,500 per month, or \$198,000 per year. Accordingly, if the services are to be continued an appropriation in this amount will be necessary.

TABLE I

Summary of Recommended Appropriations

	Per Month	Per Year
1. Social Security		
Old Age Assistance	\$157,500.00	\$1,890,000.00
Aid to Dependent Children (Mothers' Aid)	158,000.00	1,896,000.00
Aid to the Blind		
(Including \$15,000 medical care).....	10,250.00	123,000.00
Administration	66,451.66	797,420.00
	392,201.66	4,706,420.00
2. Child Welfare	2,875.00	34,500.00
3. Certification service for Federal employing agencies (WPA, NYA, Resettlement, etc.) and distribution of Federal surplus commodities	16,500.00	198,000.00
TOTAL	\$411,576.66	\$4,938,420.00

PART II

FUNCTIONS AND SERVICES

The following sections on the several functions and services of the State Board of Social Welfare may serve as an outline of the duties with which the board is charged by the Act under which it was created. An explanation of each service is given, with an evaluation and indication of the volume of accomplishment.

SECTION 1

OLD AGE ASSISTANCE

"Among our objectives, I place the security of the men, women, and children of the nation first. . . ."—Franklin D. Roosevelt.

The present old age assistance program (more popularly known as old age pensions) was started in Florida on October 1, 1936. The plan was approved under temporary provision of the Social Security Act which permitted State participation with County funds used to match Federal funds.

Under this program approximately 10,000 aged citizens will have received monthly allowances during the nine months' period totalling approximately \$917,000, half of which has been contributed by the counties and half by the Federal government.

Plans for an old age assistance program for Florida were begun by members of the State Board in December 1935. Cooperation with County Commissioners was asked in January and February of 1936 in the hope that payments might begin on April 1st. Repeated efforts by the State and District Boards to secure the cooperation of all the 67 counties, which was necessary before the program was started, culminated finally in the counties making the necessary appropriation to begin operation October 1, 1936. The fact that counties had not had an opportunity to provide for this item in their 1935-1936 budgets, made it impossible to secure action earlier. During the period from December, 1935, to October, 1936, repeated conferences were held between State Board members and staff members of the Social Security Board to iron out the difficulties which were in the way of securing Federal approval of this plan.

The major difficulty lay in the fact that the State Board had received no State appropriation and that financing a permanent program which was dependent on each of the 67 counties making necessary appropriations each quarter was considered to be a precarious scheme. The efforts of the State and District Boards and of the County Commissioners were rewarded, however, when the plan received approval and payments began in October.

The 1935 Social Welfare Act, which had been passed by the State Legislature before the enactment of the Social Security Act, proved to contain provisions broad enough to authorize the operation of the program. Continuation beyond July 1, 1937, will depend upon the action of the State Legislature. The provi-

sions of the Social Security Act, under which the present plan operates, will terminate on July 1, 1937. Any future plan must be either partially or completely financed by direct State appropriation.

The main requirements of the plan for old age assistance as provided for by the Social Security Act, and which are quoted from Report No. 628 of the United States Senate Committee on Finance, are as follows:

"(1), (2), (3): The plan must be state-wide in operation. If, as is the case at present in several states, it is to be administered by the counties, it must not be optional with each county whether or not it will give old-age assistance, but rather must be mandatory upon all the counties. Whether the administration is in the hands of the counties or not, there must be some direct financial participation by the State itself, and some one State agency (whether already existing or newly established) must be charged with the final administrative responsibility. This agency does not necessarily have to confine itself to old-age assistance; it may have other functions.

"(4): An individual who is denied old-age assistance (for instance, by a county board) must be given the right to a fair hearing before the State agency. This does not affect the right of further appeal to the courts.

"(5) and (6): The methods of administration of the State plan, insofar as they are found by the Social Security Board to be essential to the plan's efficient operation, must be approved by the Board, and reports must be made to the Board; but the State will not be impeded in the exercise of its full discretion in the matters of the selection, the tenure of office, and the compensation of State and local personnel.

"(7): If the State, using Federal money granted to it under this title, pays pensions to aged persons, and later (for example, because those persons had been defrauding the State) collects back from their estates some or all of the money so paid, the State must pay one-half the amount thus collected to the Federal government. In other words the State must, roughly, reimburse the Federal government for the amount of its share thus collected by the State.

"(b): Liberality of certain eligibility requirements:

"(1): A person shall not be denied assistance on the ground that he is not old enough to be eligible for it, if in fact he has reached the age of sixty-five years. Until 1940, however, a State may set the age limit as high as seventy years.

"(2): A person shall not be denied assistance on the ground that he has not been a resident long enough, if in fact he has lived in the State for one year immediately preceding his application, and for any five years out of the nine years immediately preceding his application. Thus, if the plan is administered by counties, it may impose requirements as to county residence; but no county residence requirement may result in denying assistance to an otherwise qualified person who has resided in the State for the periods just mentioned. Even if the county residence requirements are stricter than those allowed under this section such a person must be entitled to assistance under the plan, presumably directly from the State. (No State is required to give assistance to non-residents of the State).

"(3): A person shall not be denied assistance on the ground that he has not been a United States citizen for a number of years, if in fact, when he receives assistance, he is a United States citizen. This means that a State may, if it wishes, assist only those who are citizens, but must not insist on their having been born citizens or on their having been naturalized citizens for a specified period of time.

"The limitations of subsection (b) do not prevent the State from imposing other eligibility requirements (as to means, moral character, etc.) if they wish to do so. Nor do the limitations of subsection (b) mean that the State must adopt eligibility requirements just as strict as those enumerated. The States can be more lenient on all these points, if they wish to be so."

All of these requirements were met by the State Board of Social Welfare under its present old age assistance plan.

A summary of the extent to which Florida counties and the Federal government have taken part in the old age assistance plan for the nine-months' period from October 1, 1936, to July 1, 1937, is given below:

TABLE II

**PARTICIPATION OF FLORIDA COUNTIES AND FEDERAL
GOVERNMENT IN OLD AGE ASSISTANCE PLAN**

Counties	Amounts Appropriated by Counties - October 1, 1936 - June 30, 1937	Federal Funds Available	Number of Aged Receiving Grants on May 1, 1937	Monthly Average Grant Per Person
Alachua	\$ 14,760.00	\$ 14,760.00	285	\$10.79
Baker	5,200.00	5,200.00	110	9.71
Bay	5,000.00	5,000.00	133	8.63
Bradford	3,942.00	3,942.00	80	10.33
Brevard	4,374.00	4,374.00	89	11.58
Broward	5,400.00	5,400.00	109	15.78
Calhoun	1,620.00	1,620.00	59	5.37
Charlotte	1,650.00	1,650.00	28	14.22
Citrus	1,795.00	1,795.00	48	10.42
Clay	2,538.00	2,538.00	61	9.98
Collier	810.00	810.00	18	11.69
Columbia	3,024.00	3,024.00	99	7.86
Dade	46,200.00	46,200.00	769	17.86
DeSoto	1,500.00	1,500.00	32	11.26
Dixie	1,130.00	1,130.00	25	10.51
Duval	40,000.00	40,000.00	789	12.37
Escambia	17,400.00	17,400.00	398	9.13
Flagler	1,714.00	1,714.00	30	10.30
Franklin	2,250.00	2,250.00	59	9.96
Gadsden	4,988.78	4,988.78	143	7.75
Gilchrist	1,620.00	1,620.00	34	9.37
Glades	1,563.00	1,563.00	30	14.41
Gulf	1,350.00	1,350.00	42	7.45
Hamilton	2,430.00	2,430.00	76	8.01
Hardee	3,166.00	3,166.00	84	10.18
Hendry	1,536.00	1,536.00	26	15.38
Hernando	1,300.00	1,300.00	38	8.16
Highlands	2,700.00	2,700.00	55	11.88
Hillsborough	37,500.00	37,500.00	680	10.35
Holmes	3,000.00	3,000.00	94	7.01
Indian River	2,170.00	2,170.00	53	12.12
Jackson	9,900.00	9,900.00	405	5.71
Jefferson	2,100.00	2,100.00	87	5.06
Lafayette	864.00	864.00	36	5.57
Lake	4,328.26	4,328.26	101	9.02
Lee	4,296.00	4,296.00	85	13.62
Leon	6,600.00	6,600.00	189	8.50
Levy	3,294.00	3,294.00	95	7.67
Liberty	953.00	953.00	25	9.41
Madison	3,712.00	3,712.00	95	7.26
Manatee	4,040.00	4,040.00	81	13.89

Counties	Amounts Appropriated by Counties - October 1, 1936 - June 30, 1937	Federal Funds Available	Number of Aged Receiving Grants on May 1, 1937	Monthly Average Grant Per Person
Marion	5,628.64	5,628.64	161	7.41
Martin	2,052.00	2,052.00	46	11.33
Monroe	4,400.00	4,400.00	92	12.40
Nassau	4,536.00	4,536.00	108	10.18
Okaloosa	3,780.00	3,780.00	133	7.61
Okeechobee	2,430.00	2,430.00	49	12.32
Orange	18,342.00	18,342.00	323	13.71
Osceola	3,240.00	3,240.00	62	11.71
Palm Beach	18,000.00	18,000.00	345	16.66
Pasco	3,456.00	3,456.00	88	10.04
Pinellas	41,100.00	41,100.00	758	14.55
Polk	16,998.00	16,998.00	394	11.46
Putnam	11,520.00	11,520.00	194	12.79
St. Johns	9,288.00	9,288.00	153	11.20
St. Lucie	2,760.00	2,760.00	44	14.75
Santa Rosa	4,000.00	4,000.00	123	7.71
Sarasota	3,672.00	3,672.00	59	15.05
Seminole	3,384.00	3,384.00	83	11.11
Sumter	1,800.00	1,800.00	67	8.27
Suwannee	1,800.00	1,800.00	56	7.10
Taylor	2,541.00	2,541.00	73	7.71
Union	2,844.00	2,844.00	67	10.36
Volusia	16,200.00	16,200.00	336	13.02
Wakulla	3,000.00	3,000.00	76	8.95
Walton	4,800.00	4,800.00	152	7.71
Washington	3,200.00	3,200.00	105	6.34
Total	\$458,489.68	\$458,489.68	9922	\$11.36

SECTION 2

CHILD WELFARE SERVICES

The 1935 Social Welfare Act Continues the Work for Children

The eight years of experience in child welfare work of the first public welfare department of the State has been saved to Florida by action of the new State Board of Social Welfare in carrying over to the new Board the physical set-up, including the perpetual census of dependent children, progress charts of all institutions subject to license, case recording of work with institutions and boarding homes, valuable surveys of communities, general information files, and personnel familiar with the work and the child welfare problems of the State.

The State Board of Public Welfare was a member agency of the Child Welfare League of America, and the Child Welfare Department of the new State Board of Social Welfare, as its successor in the children's field, continues to hold membership in the League.

Duties of the Child Welfare Department

The 1935 Social Welfare Act which made possible a modern and more comprehensive program of social welfare in Florida, gave to the State Board of Social Welfare practically the same responsibility for dependent children as was given to the State Board of Public Welfare in 1927. The duties of the Child Welfare Department, which was set up by the State Board to carry its responsibilities in the child welfare field are:

- (1) The supervision of institutions and boarding homes subject to license by the State Board. This supervision is for the purpose of raising the standards of care for children in these institutions.

- (2) Service to institutions not subject to license by the State Board but which request help in determining programs and working out standards.

- (3) Advisory and consultant service on children's cases to the districts in which service to children is not yet provided, and to public and private agencies requesting services which are not available in the districts.

(4) Assisting in demonstrations of special types of child welfare services at the request of District Boards, or public or private agencies.

(5) Registering all children in institutions and boarding homes subject to license by the State Board with specific information regarding these children.

(6) Assisting in the organization and functioning of child welfare services available to the State from the United States Children's Bureau.

Child Caring Institutions

There were forty institutions giving care to children in 1936. As the population of these institutions is studied and the question raised as to circumstances surrounding the child's admission, the fact of year after year of institutional care with no other plan attempted points to an appalling lack of local child welfare services in the State. Institutions are not isolated units. Sixty-one of the 67 counties are represented in our agency and institutional population. Although most of the institutions are in the largest counties, only 55 percent of their total population comes from these counties. Only three percent is from other states, leaving 42 percent from smaller counties and rural areas. When it is kept in mind that a survey of the State prior to receiving Federal funds for relief purposes disclosed the fact that in only 15 counties out of the 67 was there any type of community organization for social welfare and in many of these no organization for civic welfare, it can readily be understood what happened to children. A number of institutions privately supported in the State accept children from any county without pay. Very few of the institutions confine their intake to the county in which they are located. It has been easy to place children in institutions and forget them, and the tax unit responsible under the law for its handicapped children has exercised no responsibility in the matter.

Legal Responsibility

Under the Florida Law "the State Board shall have power to set minimum standards for the care of dependent children away from their own homes and shall prescribe, amend or alter such rules or regulations as may be necessary for the care and supervision of such children." On May 12, 1936 the State

Board of Social Welfare adopted standards for child caring institutions. Formal action was taken to include sanitary and health requirements of the State Board of Health. This action is supported in legal form by Section 9 of the 1935 Social Welfare Act of Florida covering the licensing of child caring institutions.

It is the policy of the State Board of Social Welfare to give institutions every opportunity to improve conditions for children being cared for away from their own homes. The minimum standards set up are only what every child should have. It is a far more difficult task to meet a child's need in an institution than to meet the same needs in a normal home—all the more necessary to make his experience in an institution one where he will receive not only good care and treatment with happy personal relationships but where he will have an opportunity for education, recreation, vocational preparation for life, and moral, religious and physical development in harmony with our American ideals. More important than physical equipment is the presence or absence of those things which go to enrich life. Children are easily repressed and regimentation is easily detected. No facilities and no equipment, however modern, will take the place of the right kind of personnel in a child caring institution.

How State Standards Protect Children

Institutions recognized as maintaining good standards of service, and institutions willing to work toward the accomplishment of that which is best for the child in methods and practice will find in the standards of the State Board of Social Welfare a means for promoting the ideals which the institution is dedicated to serve. Those that fall below standards and are poorly equipped will automatically go out of business. Those that present serious problems and are a positive menace to children will be closed by appropriate action. The child welfare service of the State has been responsible for closing 15 unsatisfactory private institutions for children in Florida without resorting to court action. This, with a present (1937) total of 33 private child caring institutions, is significant.

In no case has court action been taken to close an institution. In only one case was it necessary to have legal documents signed agreeing to discontinue the care of children. This was in the case of a large institution for negro children where conditions were intolerable.

In another instance a negro orphanage was closed by removing each child from the institution. The field worker of the Child Welfare Department accomplished this with the assistance of local social workers of the district board. Each child has been visited recently and a satisfactory report on adjustment has been made.

In still another instance, 34 so-called orphans from another state were returned to their homes by the institution and dependent children are no longer accepted for care.

There are few remaining institutions which do not give promise of improvement and no institution that is deliberately exploiting children. When child welfare services are better developed in Florida, others will drop out, others will change their programs, and still others will better equip themselves to meet the needs for institutional care. Child caring institutions can be depended on to contribute their share to the child welfare program of Florida. Through years of sacrifices and struggle these institutions have served many children of the State who were homeless, neglected, abused and exploited without a hand extended in the local community to assist them.

Adoption Work

The Children's Home Society of Florida with its four receiving homes in different sections of the State is serving children where permanent placement or adoption is indicated. This Society has made the largest single contribution to child welfare of any agency in Florida. Over the period of 35 years it has been in existence it has influenced better social legislation for children and has given a recognized leadership which has done much to further the cause of child welfare outside of its own field of service. One other institution licensed by the State Board, and placing children for adoption, serves only the county in which it is located. The Hillsborough County Children's Home, founded in 1892, has had 45 years of continuous service. There is no child placing agency doing adoption work for negro children.

There is no licensed child placing agency in the State developing a foster care program with accepted standards and giving service to children not eligible for adoption. Pioneering the way in this field and setting a pattern for the State is the Children's Service Bureau, Incorporated, of Miami, under the auspices of the Junior League. This agency has a skilled executive in the children's field with an assistant case worker and will be the first licensed child placing agency of this type. The

organization of this agency was stimulated by the Child Welfare Department of the State Board of Social Welfare and was organized as the direct result of a survey made by Dr. C. C. Carstens of the Child Welfare League of America.

Negro Children Neglected

Coincident with this is the plan to develop the first child placing agency in the State for negro children. With the assistance of the field representative of the Child Welfare Department and the training unit of the Florida plan for services to children, the Florida East Coast Orphanage is now being reorganized. If plans work out, it will provide a state-wide child placing agency for negro children.

Services to negro children in the State are very meager and of very low quality. There is no institution or boarding home for these children which is not far below the standard required for license. Work with these has necessarily been an important part of the volume of work.

Boarding Homes for Children

Boarding homes for children in Florida have presented another serious problem. In the main they have been only "little boarding houses". These are boarding homes for dependent children used by the courts and other agencies, and those used by parents and guardians. These homes are given the same service as that given to child caring institutions. There are 50 of these boarding homes of which 12 are licensed.

A Modern Foster Care Program Is In the Making

The rural counties where demonstrations under the Florida plan for child welfare services are being made, and the training units of the Florida plan are helping to pioneer the way in developing a modern foster care program.

The State Board of Social Welfare was able to increase its services to needy children through the section of the Social Security Act which enabled the United States Children's Bureau to cooperate with State public welfare agencies in public welfare services in rural areas for the protection and care of homeless, dependent and neglected children, and children in danger of becoming delinquent in rural areas.

The Florida plan approved by the United States Children's Bureau placed a supervisor in the central office and child welfare workers in four rural counties and in two urban training centers. The Children's Bureau required all of the personnel to

be qualified social workers with special training in the children's field. As there is a limited number of trained children's workers in Florida, the plan provided for two training units so that special experience in child welfare work could be given to six Florida girls. The Children's Bureau allotted approximately \$23,000 for the year to be used in giving services to children.

Out of the large number of rural counties applying for rural child welfare services, the six counties in which the units were placed were selected from those that had the most suitable resources, showed the most interest, and were able to secure funds for children's care. An advisory committee was formed in each of these counties composed of the district board member, or members, and other key people, geographically representing the county. They are assuming the responsibility for interpreting the program and securing funds from local sources for children's care.

A child welfare unit was organized in Highlands county on September 15, 1936; in Jackson county on September 21, 1936; in Sumter county on November 9, 1936; and in Hamilton county on November 30, 1936. Training units in Volusia and Hillsborough counties were set up on November 16, 1936.

Rapid progress in giving service to needy children is being made in all of the child welfare units. The schools are referring children who are not attending. The reasons found for non-attendance at school are health conditions, poverty in the families, and occasionally, indifference on the part of the parents. In visiting thirty families one worker found 50 children not enrolled in school. When food and clothing were provided and work was done with the families school attendance improved. Schools and courts are referring children who present behavior problems. Plans are being made for children who would otherwise be put in jail. Children returning from industrial schools are supervised and aided in adjusting to their families and the community. Temporary plans are made for the physically and mentally handicapped children while application is being made and they are waiting their turn to be admitted for treatment or care in an institution. The unmarried mother is referred to the proper agency. The children who are deserted or who have no homes are placed with relatives or in boarding homes. Medical work is being done for the children through organized health agencies and the local clinic and, where such resources are not available, through the local physician.

28

The workers in each unit have been cooperating with and stimulating the schools and local groups in their fostering of recreation, education, and health activities to prevent juvenile delinquency, and in the work of strengthening families to prevent children from becoming delinquent.

The Urgency of the Need

The urgency of the need for extending child welfare services in Florida can be dramatically pictured when we state that about one-third of all children in the State under sixteen are in families who have been on relief during the depression period. Thirty-nine percent of all individuals in 1934 were children under sixteen years of age—142,000. County poor relief lists included approximately 5,500 more. Thirty percent of all persons on poor relief were children under sixteen years of age. Have the children of the depression lived down the experience of those years when their families were on relief rolls or whose incomes were insufficient to provide a sense of security or even the actual necessities of life? What of the physical and emotional handicaps these children have suffered? Very little follow-up work has been possible, and families in serious need of case work service have had to go it alone. Adequate family relief and service have not been supplied. Protective and rehabilitative service for the children of the depression has not been available and many will become permanently handicapped by the stress of these years.

C

SECTION 3

CASE WORK SERVICE

"Public Aid and Service: It shall be the duty of the State Board and its duly constituted agents or agencies, in so far as funds may be available for that purpose, to provide adequately for those who are unable to provide for their own needs. The said officials shall, whenever possible, administer such care and treatment and aid as may restore such person to a condition of self-maintenance and self-support and shall render such service to those who may become destitute, or may be liable to become destitute, or who are in need of public aid or service in such manner as may be consistent with the aims and purposes of this Act." (Section 11, 1935 Social Welfare Act)

Misfortune and failure may visit an individual through no fault of his own, and he may need to tap resources outside himself and his family to re-establish his morale and his security. "Service" as here discussed means giving intelligent and understanding help in planning and working out difficulties within the individual, or within the family group or its connections with the community. Its objective surpasses granting relief or commodities; its concern is adjustment and re-establishing morale, and its measure is in terms of happiness rather than dollars.

Though intangible, the meaning of case work service is well brought out by the excerpts and examples quoted below from an article originally published in the Florida Social Welfare Review: (1)

" . . . In centers where social work agencies have existed over a long period of time, their service has been of two sorts—financial assistance and consultation with families on other problems which are confronting them. . . . The long time thoughtful planning which a permanent welfare program insures permits an approach to those in need which an emergency program could never encompass.

(1) Blackley, Eileen, "Welfare Work Without Relief," *Florida Social Welfare Review*, June 1936, p. 6.

"What are the ways of helping which are described by social agencies as service to families? In the first place, we have learned that listening is an art which must be cultivated in working with people in trouble. When any of us are compelled to meet a crisis we can rarely meet it alone. We talk about it to other people even though we don't actually expect them to help us in any tangible way. Many pathetic life stories are told to social workers, the very telling of which has made the burden seem lighter. It is not unusual to hear people say as they leave the agency office, "I feel much better since I've been able to talk to someone."

"There are more active ways also of giving service to families who apply for assistance. How much of this sort of work can be done depends on two things—the number of workers available and the resources in the community. If a worker is to spend enough time working with one family to be of any real value to them, she can assume only a limited load. And if the community is lacking in medical facilities, recreational centers, proper institutions, and interested clubs and organizations, her job is doubly difficult.

". . . . The problems on which families have sought help are varied and the family is an exceptional one which presents only one problem. Problems have a way of multiplying and they are not unlike the spoiled apple in a barrel of good ones. If nothing is done to remove or modify the cause of a problem, it serves as a fermenter to others. Physical illness for instance may become so serious that it results in discouragement and ultimately in desertion of the family, mental derangement growing out of worry and strain, or a continuous tension in the home because of nagging and criticism. Medical care for children especially is vitally important if we are to prevent the continuation of many chronic conditions.

"Mrs. Kane, for instance, is an aged widow of 75 and has dependent on her two grandchildren—their mother is dead and their father has deserted. Added to her many worries and financial difficulties, Mrs. Kane realized that Mickey, her grandson, was having serious trouble with his eyes, but she had no money for examination or treatment and she did the only thing she could—she allowed the condition to go on. When Mrs. Kane came to the agency to ask for help, it was possible for the worker to give her more than a grocery order. While the agency itself had no money to pay out for medical care, the worker was able to interest a local men's club in financing an operation for Mickey. The examination revealed an eye condition which would cause the loss of both eyes if the affected eye

were not immediately removed. It was not only possible through the energies of the worker and the active interest of the community to have the operation performed but to secure an artificial eye so as to make Mickey feel less sensitive among the other children.

"Old age for many people is something to be dreaded and feared. It brings with it in too many cases a feeling of being in the discard, of actual want and suffering, and probably greatest of all—of loneliness. Old age pensions will be some comfort, of course, but these old people want things often that no money can buy. At least old Mr. Toby did. When a kindly neighbor reported to the agency that he was in need of food, the worker went to call. She found a charming old man of 80, bent with age, it is true, but the gleam of humor in his eyes kept him young. A talk with Mr. Toby revealed little real concern about himself. His rent and food were being taken care of by some church friends. It was not until the worker asked about children that the old man showed any real response. Yes, he had two daughters somewhere in Nashville, but it was thirty years ago since he and his wife had separated and she had taken the children with her. He would like to see them again. With what meager information the old man could give, the worker tried to locate his family by writing to a social agency in Nashville. Through a worker on their staff they were able to locate Mr. Toby's daughters. They are on their way to Florida to find a father they had been looking for since their mother's death twenty years ago. Their delight can never quite equal that of Mr. Toby when he realized that he could once more be with "someone who cared".

"Every day within the agency brings with it new family entanglements, unexpected crises, and baffling emergencies. Workers are confronted with cases of desertion, neglect, drunkenness, and their attendant court procedures. Parents are anxious for help where their children are getting into difficulty and the worker is often able to bring about better understanding in the school and the home of the problems which the children present. When a child gets into trouble, which brings him into court and then to commitment to one of the industrial schools, it is very important that the institution know something of the child's home, his parents, his school life, and his personality. This information enables the school to do a much more understanding job of helping the child toward a career which will be free from delinquency. When the child is ready to leave the industrial school it is equally important to know whether

he is going back to a home which will very soon lead him into the same behavior that brought him into court. This is a service which can be given by the staffs of the district boards. The workers are used to making contacts in the home, the school, and the community and with this experience they are able to gather social information without which much of the time and money spent in training the children in the institution is lost.

"Relief giving is a necessary tool in relieving financial distress, but case work service not only incorporates the actual giving of relief—it goes far beyond it. It touches the lives of people—not only their pocketbooks."

Although insufficient trained personnel and the press of other duties have limited the case work service which could be attempted, and though the service was not always successful, during the period covered by this report, such service has been undertaken for a large number of families, as shown in Table III, below.

TABLE III.

**CASES RECEIVING CASE WORK SERVICE FROM DISTRICT BOARDS
OF SOCIAL WELFARE, BY MONTHS, FEBRUARY, 1936-MARCH, 1937**

Month	Number of Cases
February, 1936	5,120*
March	5,031
April	3,735
May	3,287
June	2,953
July	2,837
August	3,064
September	2,121
October	2,198
November	2,717
December	3,286
January, 1937	3,029
February	2,903
March	2,311

* Estimated—County Reports. Incomplete.

SECTION 4

SERVICES TO FEDERAL EMPLOYING AGENCIES

"The State Board is authorized to accept such duties in respect to public aid or social welfare as may be delegated to it by any agency of the Federal government." (Section 1, 1935 Social Welfare Act).

The Works Progress Administration, the National Youth Administration, the Civilian Conservation Corps, the Public Works Administration and the Resettlement Administration are Federal agencies giving employment in Florida to persons who are in need.

These various agencies are all bound by essentially the same rules and regulations in regard to the persons who may be employed by them. All of these agencies must employ at least 90 percent⁽¹⁾ of their workers from the relief lists.

Determining eligibility involves a detailed investigation of each case to verify that the family is in need and that the employable person in the family is over eighteen, and physically able to work.

It has been the policy of the Federal government to leave to the states the job of selecting those who are eligible for relief. Until December 1935, the Florida Emergency Relief Administration accepted the responsibility for determining relief needs of persons applying for employment in Federal agencies. With the transfer of the responsibilities of the Florida Emergency Relief Administration to the State Board of Social Welfare, the job of determining who was in need was taken over by the State and District Boards along with their other duties.

The State and District Boards were designated by the Federal agencies as their official selecting agency. The responsibility accepted by the State Board was only to decide the question of whether or not an applicant was in need of relief. If in need of relief he was certified as being eligible to receive employment by any of the Federal employing agencies. The regulations of Federal agencies as to employability and as to the suitability of the applicants for the positions open is the determining factor in their employment after they have been certified as eligible on the basis of need.

(1) Increased to 95% for Works Progress Administration Projects, April 15, 1937.

7

The extent of the responsibility of the State and District Boards in their service to Federal agencies is simply to separate applicants into two groups—those who are in need and those who are not in need, and to certify, according to methods prescribed by the Federal agencies, those who are in need.

Discontinuance of employment of persons who have been certified to the Federal agencies is also completely the responsibility of the employing agency. The State and District Boards have no authority to decide who shall be employed or who shall be retained on the job after employment has been given. Reductions in numbers of employees are made by the Federal agencies themselves. The factors which they consider as most important are, first, efficiency on the job, and second, relative need.

The tables on following pages give figures as to the number of Works Progress Administration and Civilian Conservation Corps workers employed from month to month during 1936, the total amount of wages paid to them and the number of certifications monthly by the State and District Boards. The total earnings of the workers employed by these two agencies alone was over \$12,000,000 during 1936. The number of employed averaged 37,000 persons a month.

There follows a brief description of each of the Federal employing agencies and an explanation of their purpose and functions. There are also data to indicate what these programs have meant to Florida in terms of persons employed and earnings.

Works Progress Administration

The Florida Works Progress Administration became operative in July 1935. State operation is divided into districts with several counties in each district. Funds for this program come entirely from Federal sources, except that each local sponsoring agency is required to make some contribution to the progress of the project.

This program provides for the employment at security wages of persons able to and capable of work, who are certified as being in need of relief. All projects carried on by the Works Progress Administration are operated and supervised by it. All other agencies operating projects under the works program have priority claims over the Works Progress Administration for laborers.

As a result of investigations to determine and certify need, 67,000 persons worked on Works Progress Administration projects between July 1935 and January 1937.

The following table indicates the volume of employment and wages of WPA workers in Florida, whose needs were investigated and who were certified by the State Board of Social Welfare.

TABLE IV

WPA EMPLOYEES AND EARNINGS, BY MONTHS

AUGUST, 1935—MARCH, 1937

Month	WPA Workers	Earnings
August, 1935	10,941	\$146,674.53
September	14,854	263,821.91
October	18,039	337,055.67
November	37,022	640,892.74
December	36,660	772,610.30
January, 1936	37,545	927,367.65
February	37,061	983,862.02
March	36,808	988,929.37
April	32,280	887,218.11
May	27,721	791,162.11
June	28,904	962,931.37
July	27,377	723,858.41
August	28,898	883,341.19
September	30,344	918,745.44
October	29,630	942,372.40
November	30,627	977,290.33
December	27,890	919,317.42
January, 1937	24,226	829,596.35
February	25,089	815,988.27
March	25,786	842,054.39

Civilian Conservation Corps

Emergency Conservation work was established under the provisions of an act of Congress approved March 31, 1933. By executive order of April 5, 1933, the agencies for the administration of the program were determined. The name Civilian Conservation Corps was adopted to designate the organization in which young men between the ages of eighteen and twenty-five (now seventeen to twenty-eight) were to be enrolled.

By order of the President in July 1935, or just prior to the time that the Florida State Board of Social Welfare assumed the duties of State selecting agency, plans were made to increase the Civilian Conservation Corps from 300,000 to 600,000 enrollees, and funds for this purpose were made available through the Emergency Appropriation Act of that year. However, as expenditures of funds under this Act were limited to assisting families on public relief rolls, it was necessary to change the regulations covering CCC selection so that only representatives of families then receiving public assistance were eligible for CCC selection.

CCC enrollees are paid \$30 monthly for their services and in addition receive food, clothing, medical care and shelter. From the \$30 they are required to allot to their families \$22.50 or \$25. Most monthly allotments to dependents are \$25.

Periodic revisions in requirements, changes in the basic quota, and replacements make new enrollments necessary from time to time. The following table shows the number of boys sent to camps during each enrolling period:

TABLE V

CCC ENROLLMENTS IN FLORIDA

JULY, 1935—APRIL, 1937

July, 1935	1026
August	6891
October	1870
January 1936 (cancelled)	
May	2437
July	1754
October	948
January, 1937	769
April	1029

The following table shows the number of Florida boys in the Civilian Conservation Corps during the months indicated and the amount of money coming into the State during those months on the basis of \$25 monthly CCC allotments:

TABLE VI
NUMBER OF FLORIDA BOYS IN CCC CAMPS AND EARNINGS
BY MONTHS

AUGUST, 1935—FEBRUARY, 1937

August 31, 1935	10,652	\$266,300.00
September 30, 1935	10,303	257,575.00
October 31, 1935	8,162	204,050.00
November 30, 1935	9,312	232,800.00
December 31, 1935	8,592	214,800.00
January 31, 1936	7,722	193,050.00
February 29, 1936	7,281	182,025.00
March 31, 1936	5,786	144,650.00
April 30, 1936	5,546	138,650.00
May 31, 1936	7,656	191,400.00
June 30, 1936	7,242	181,050.00
July 31, 1936	8,507	212,675.00
August 31, 1936	7,909	197,725.00
September 30, 1936	6,162	154,050.00
October 31, 1936	6,844	171,100.00
November 30, 1936	6,503	162,575.00
December 31, 1936	6,197	154,925.00
January 31, 1937	6,615	165,375.00
February 28, 1937	6,417	160,425.00
TOTAL.....		\$3,585,200.00

Resettlement Administration

This administration was created under the Emergency Relief Appropriation Act of 1935 and became operative in Florida July 1, 1935. Under the 1936 Emergency Relief Appropriation Act, this administration was transferred to the Department of Agriculture. Its affairs are administered through regional offices comprising several states. In Florida the two principle activities of this administration are rural rehabilitation and land utilization. The program of rural rehabilitation was designed to provide assistance to land owners and tenants who had previously been found to be in need of relief.

Under the land utilization program four major projects located in sparsely settled rural sections were established in Florida. These were to provide employment for approximately 5,000 persons. The district boards were asked to make recommendations for the persons to be employed. The basis of these recommendations was whether or not these people could better provide for themselves over a longer period of time by accepting employment on these projects or by attempting to make arrangements to farm in their local communities.

National Youth Administration

The National Youth Administration, a Federal agency, was created in June 1935 as a division of the Works Progress Administration to be financed by earmarked funds.

It devotes itself to the establishment of job training, counseling, and placement service for youths in connection with employment offices, and the development of constructive leisure time activities. This agency employs on a part time basis needy high school and college students between sixteen and twenty-five years of age in order that they may continue in school. It also employs young persons who are not in school on work projects.

The selection of students for student aid is entirely the responsibility of the school or college, but they must be selected on the basis of need. Schools and colleges have sought the help of the State and District Boards of Social Welfare in securing information regarding family situations, especially the financial condition. During the period from January 1, 1936 to March 1, 1937 reports regarding 1,407 applications have been made to the colleges.

The National Youth Administration sets up part time projects to employ unmarried youths between eighteen and twenty-five years of age in families certified to the Works Progress Administration for employment. Eligibility for work on projects also includes young people from families receiving any form of public assistance when they have been properly certified by the State and District Boards of Social Welfare. Although the State and District Boards have no responsibility beyond the certification of persons in need of relief, the National Youth Administration has sought the cooperation of the State and District staffs in securing the interest of those eligible youths in the National Youth Administration Program.

Other Federal Projects

There have been other projects carried out by the Public Works Administration, Bureau of Public Roads, United States Army and Navy, and the United States Engineering Corps, which has operated flood control projects and was in charge of the Florida Ship Canal work. These agencies and departments have been required, in so far as possible, to employ persons certified as being in need of relief, at prevailing rates of pay. They draw from the labor pool, certified to the employment office and the works program authorities, those in need who are capable of doing the work required. The majority of these projects were carried on by contractors working under the departments. Ability to do the required work was important if the contracts were to be executed on time. This, and the fact that some of the projects were located where there was not a large supply of labor available, sometimes made exceptions necessary. This complicated the tasks of the district boards because it was necessary to certify large numbers of families in order to get the vocational skills needed.

The responsibility undertaken by the Welfare Board often went further than certification as to need. Selection rules demanded that these persons be physically fit and able to live apart from their families, in camps located on the projects. It took approximately 11,000 investigations to find 6,500 men who were physically able to do the work and who could make arrangements for a brief separation from their homes.

SECTION 5

COMMODITY DISTRIBUTION

One phase of the Federal relief program has been to provide the states with surplus commodities for free distribution to the unemployed and others in need. The commodities are purchased by the Federal Surplus Commodities Corporation, the purchases being so planned that they have the double effect of relieving the market of surpluses and of making staple food-stuffs and wearing apparel available to those who are unable to buy them for themselves. The only requirement which the State has to meet in order to obtain commodities for its needy is that it have a public agency which is willing and qualified to manage distribution within the State. The State Board of Social Welfare has succeeded the Florida Emergency Relief Administration as the agency discharging this responsibility.

Nature of Commodities

The types of commodities received for distribution in Florida have been varied, as the tables on the following pages show. Some of them—textiles—have been made into clothing and bedding by women on relief projects before they are finally distributed. By far the greater portion, of course, has been staple foods. Many of the commodity purchases have been made in Florida; over \$275,000 worth of such Florida products as fish, grapefruit, sweet potatoes, and syrup has been bought for distribution to relief clients throughout the country.

Means of Distribution

While the general plan is that the State will assume entire responsibility for distribution, Florida for the past year has been able to obtain Federal assistance in the work of handling commodities through a Works Progress Administration project sponsored by the State Board of Social Welfare; this assistance has relieved the regular staff of the State Board of Social Welfare and left it free to determine those in need of commodities.

Usefulness of Commodities

During 1936 an average of 31,000 families a month received surplus commodities in Florida. In a program where all types of direct relief—food, clothing, shelter, medical care, etc.—are available, surplus commodity relief is ordinarily regarded as supplementary; supplies are irregular and uncertain, both as to type and amount, which makes it impossible to use them in planning family budgets. However, since there is no general program of direct relief in Florida, commodities in many cases represent the only kind of aid which the family can secure, and commodity relief becomes an essential feature of the welfare program.

TABLE VII

FOOD COMMODITIES (AND ESTIMATED FAIR VALUE) RECEIVED FROM THE FEDERAL SURPLUS COMMODITIES CORPORATION AND OTHER SOURCES, DISTRIBUTED TO RELIEF CLIENTS AND OTHER ELIGIBLES IN THE STATE OF FLORIDA THROUGH THE COMMODITY DISTRIBUTION DIVISION OF THE STATE BOARD OF SOCIAL WELFARE.

August 1, 1935 to February 28, 1937

Commodity	Amount	Estimated Fair Value
Apples, Fresh	717,380 lb.	\$ 21,521.40
Beans, Dried	149,973 lb.	7,498.65
Beef, Canned	5,772,388 lb.	1,154,477.60
Beef, Fresh	9,626 lb.	1,925.20
Eggs	23,927 doz.	6,699.56
Flour	5,206,671 lb.	208,266.84
Grapefruit	1,411,017 lb.	28,220.34
Milk, Dry Skim	480,765 lb.	33,653.55
Milk, Evaporated	334 cans	23.38
Mutton, Canned	7,965 lb.	1,593.00
Oats, Cereal	39,918 lb.	3,991.80
Oats, Rolled	199,310 lb.	19,931.00
Peas, Dried	353,426 lb.	17,671.30
Prunes, Dried	914,720 lb.	36,588.80
Syrup, Cane	614,680 lb.	24,587.20
Tongue, Canned	26,992 lb.	6,478.08
Veal, Canned	53,052 lb.	10,610.40
Vegetables, Donated	54,741 lb.	2,737.05
Total	16,036,685	\$1,586,475.15

TABLE VIII

CLOTHING AND HOUSEHOLD ARTICLES (AND ESTIMATED FAIR VALUE)
RECEIVED FROM THE WPA WOMEN'S WORK DIVISION, DISTRIBUTED TO RELIEF CLIENTS AND OTHER ELIGIBLES IN THE STATE OF FLORIDA THROUGH THE COMMODITY DISTRIBUTION DIVISION OF THE STATE BOARD OF SOCIAL WELFARE.

August 1, 1935 to February 28, 1937

Article	Number	Estimated Fair Value
Aprons	6,270	\$ 752.40
Bands, Infants	2,053	102.65
Bibs	1,323	66.15
Bloomers	44,427	17,770.80
Bonnets	283	42.45
Bootees	300	30.00
Brassiers	478	119.50
Coats	2,548	2,548.00
Coveralls	35,752	35,752.00
Diapers	78,905	6,572.79
Dresses, Infants	28,010	9,803.50
Dresses, Children	91,029	54,617.40
Dresses, Women	134,319	100,739.25
Gowns	20,052	10,026.00
Hats	1,062	265.50
Infants Accessories	1,370	68.50
Kimonos	5,314	3,188.40
Layettees	746	1,865.00
Miscellaneous	15,132	1,513.20
Pajamas	20,590	15,442.50
Pants	34,176	17,088.00
Sacques	732	256.20
Shirts	100,832	50,416.00
Shorts	46,195	11,548.75
Skirts	791	276.85
Sleeping Garments	15,138	6,055.20
Slips	78,300	27,405.00
Sunguits	9,841	3,936.40
Suits, Mens and Boys	13,241	9,930.75
Union Suits, Infants	3,908	977.00
Union Suits, Mens and Boys	38,918	13,621.30
Comforts	32,781	81,952.50
Curtains	1,780	445.00
Mattresses, Cot	1,917	7,668.00
Mattresses, Double	13,788	165,456.00
Mattresses, Single	669	5,352.00
Pillow Cases	47,790	9,558.00
Pillows	3,451	2,070.60
Pot Holders	1,189	59.45
Rugs	1,008	1,008.00
Scarfs	3,779	377.90
Sheets	31,098	23,323.50
Towels, Huck	185,058	22,206.96
Towels, Terry	107,201	16,080.15
Wash Cloths	4,807	230.35
Panties	4,050	1,012.50
O. B. Pads	21	230.35
Blankets	2,653	5,306.00
Table Cloths	68	68.00
Total	1,275,143	\$744,977.60

SECTION 6

DIRECT RELIEF

The legal existence of the State Board of Social Welfare began at a time when the Federal government was terminating its work and direct relief program of the Emergency Relief Administration and launching its exclusive work relief program of the Works Progress Administration. As it took considerable time to get the Works Progress Administration's program in full swing, direct relief continued to be extended until December, 1935.

During this transition period from August to December, 1935, the State Board of Social Welfare was in the process of being organized. The personnel and mechanism of the Florida Emergency Relief Administration and the State Board of Social Welfare could not very well be differentiated from each other; so that in reality the State Board of Social Welfare was extending direct relief although the Florida Emergency Relief Administration was still an existing entity which was legally the agency distributing direct relief.

This direct relief program conducted under the supervision of the State Board was meant to provide assistance during the time needed by the Works Progress Administration to employ its full quota of workers. The last Federal grant for direct relief was made in December, 1935. However, a considerable part of the indigent population was not absorbed by the Works Progress Administration's program and a considerable need for direct relief continued to exist. This was later evidenced by the large number of cases which applied to the State Board for surplus commodities as they had no source of income or other assistance to meet the bare necessities.

The following table shows the number of cases and amounts granted in direct relief during the transition period from August to December, 1935.

TABLE IX
DIRECT RELIEF FROM FERA FUNDS

August through December, 1935		
Month	Number of Cases	Amounts
August, 1935	4,890	\$ 15,927.74
September	44,303	286,296.65
October	44,036	292,471.33
November	37,039	157,232.56
December	775	3,912.80

The small amount of direct relief extended during August is explained by the fact that during this month the Florida Emergency Relief Administration was operating its works program providing relief for 49,441 cases, earning \$519,480.45. Instructions were issued December 1, to discontinue direct relief payments and the amounts distributed during this month were to a few emergency cases. After December, 1935, no direct relief was extended.

SECTION 7

ADMINISTRATION OF OUTDOOR RELIEF FOR COUNTIES AND CITIES

"The County Commissioners and other public bodies of the several counties of the State of Florida are hereby empowered to designate the State Board of Social Welfare or any of its duly constituted agents or agencies as their agent or agencies for the administration of any form of public assistance, poor relief, mothers' assistance, old age relief, or other form of relief to indigent persons authorized to be furnished from funds raised by the several counties." (Section 12, 1935 Social Welfare Act)

Local public welfare facilities became so overtaxed during the earlier portion of the depression that many had not survived to the period when the Federal government recognized the emergency character of the situation and provided funds for relief. Many of the local agencies which did survive had become so weakened that they were relieved to give way to the Federal emergency agencies. With the advent of the State Board of Social Welfare it has been possible to return welfare functions to the State. Its state-wide administrative facilities have to some extent been available for the use of local public welfare units, counties, and cities which are again assuming more of their traditional responsibility for relief at least for such dependents as can not be served under the categories of aid available from other sources.

In many counties, officials have requested the help of the district boards in investigations and recommendations regarding relief. At the present time 21 counties are referring individual cases of investigations and recommendations, although the County Commissioners are not always able to follow the recommendations made. In five counties the staff investigates all county cases and makes the relief recommendation. These counties consider the worker their own county employee and accept cases on the basis of the worker's recommendation. In two counties and one city the staffs are administering county funds where the cases are investigated by the staff and funds are paid by the district board with money which has been turned over from the county or city for this particular purpose. In still another county the staff writes the grocery and medical orders, but does not handle the actual cash.

In some counties the service given to the County Commissioners has been such that the Commissioners have contributed toward the travel and salary costs of the staff. A lack of sufficient personnel has made it impossible to comply with all the requests in the distribution of general relief which have been asked. It is hoped that in the future it will be possible with a larger staff to comply with the requests of County Commissioners for help with the county case load.

If programs for aid to dependent children and aid to the blind, as well as old age assistance are begun as anticipated, however, the remaining responsibility of counties and cities should be reduced approximately to helping those unemployables who cannot be assigned to the Federal works program or meet eligibility requirements for aid under the social security program.

SECTION 8

SERVICE TO STATE INSTITUTIONS

"The State Board and its duly constituted agents or agencies, if and when funds are available, shall cooperate with State institutions in the following: necessary investigation of the cases proposed for commitment; necessary continuous contact and service with the families of persons residing in state institutions; such service and care of persons discharged from State institutions as shall assist in their successful adjustment to normal and self-supporting community life." (Section 11, 1935 Social Welfare Act)

In some states, institutions, such as the Florida Industrial Schools for Boys and Girls and the State Hospital for the Insane, have social service departments. Their function is to gather social histories of inmates of institutions. Such histories are valuable in a proper understanding of causes of illness or delinquency. The social worker obtains all the information which is available about the home life, the environment, the health history, etc., of the persons committed to the institutions; and with this information at hand, officials of the institutions can plan treatment.

The institutions in Florida do not have separate social service departments, but whenever requested by the officials of these institutions, the workers of the State Board of Social Welfare have made investigations of persons committed to them, and prepared social histories. On request, the workers also have attempted to secure information regarding the financial condition of legally responsible relatives to determine their ability to contribute toward the cost of care when the person is in the institution, and also to help make plans when he is discharged.

A state-wide field service has been supplied by the State and District Boards of Social Welfare and these workers operate in each county. Staff members from each district are assigned to the cases in their particular geographical area. Cases are assigned only at the request of the institutions and the reports are sent to the officials of these institutions.

Such information as type of home from which the person comes—the neighborhood and the advantages or disadvantages it offers, the school and employment experience, the types of people with whom he has associated, his attitude toward family, friends, teachers, employers, etc., and the attitude of others toward him, the legal residence, the ability of the legally responsible relatives to contribute toward the cost of care and a description of the behavior which eventually caused him to be committed to a State institution—are helpful to the people who have to give treatment.

Since this service was offered, 357 histories have been sent to the State Hospital, 253 histories have been sent to the Boys' Industrial School and 74 histories to the Girls' Industrial School.

Occasionally the information gained has proved that the person was not a resident of Florida at the time of commitment to the institution. It has been possible in some instances to have these persons returned to the state where they had legal residence. It has also been possible in a few cases to persuade families to contribute toward the cost of care of patients in the State Hospital.

Other institutions such as the Florida Prison Farm at Raiford; the Federal penitentiaries at Atlanta and Fort Leavenworth, Kansas, the Federal Industrial Institution for Women, Alderson, West Virginia, and the United States Industrial Reformatory at Chillicothe, Ohio, have made requests for social histories in order that they can more intelligently help those committed to their care.

The State Board of Social Welfare has received so many requests for this type of service to institutions—both in Florida and from other states—that it has been unable to comply with all of them. This service to institutions was temporarily discontinued in January, 1937, because of limited funds and the increase in work necessitated by the beginning of the old age assistance program.

However, this type of service is of permanent value in helping with the re-adjustment of the lives of persons in institutions and in their treatment, and it should be continued.

SECTION 9

CLEARANCE SERVICE TO OTHER AGENCIES

Clearing information on cases through other states and among the various agencies handling them has become increasingly necessary in the last few years. Especially with the development of the security program and its requirements as to proof of age, residence, citizenship, etc., and with the increasing mobility of the population, many eligible needy persons find themselves far away from their earlier connections where such proofs are to be found.

Florida finds it necessary to request help of agencies in other states, and for the first time offers other states in return a state-wide facility for handling their inquiries through the State Board of Social Welfare. The State Board also undertook the establishment of a central index, or clearing house, for registering cases of various local agencies and the district boards.

Inquiry Service

Since the states began participating under the public assistance titles of the Social Security Act there have been many requests for contacts to assist in verifying need, age, residence, and citizenship; but more numerous have been requests for contacts with relatives of applicants for public assistance to ascertain their ability and willingness to give monetary aid to such applicants.

Some inquiries from out-of-state agencies request verification of the Florida residence of dependent persons and ask permission to return such persons to this jurisdiction if residence is verified and it develops that this procedure is advisable. Others request information concerning the ownership of property, contacts with relatives to determine their ability to assist persons dependent in other states, or social information concerning dependents which will make possible more intelligent consideration of their situation by the inquiring agency.

Between August 7, 1935, and February 28, 1937, the State Board of Social Welfare served as clearing house for 2,737 such inquiries from out-of-state agencies.

The inquiry service also includes the handling of requests from clients and correspondence relating to complaints. The handling of these complaints requires patience and care. It is often necessary to make investigations to determine whether the worker may have made a mistake, or whether there is a misunderstanding on the part of the client—which usually can be cleared up by explanation—or whether the complaint is unfounded. Complaints are carefully analyzed and tabulated on a basis of origin and cause, or motivation, in order that they may serve as an index to difficulties and lead to correction.

Central Index

The Central Index is a clearing house, or registration bureau, for the cases known to the State Board of Social Welfare and to any and all other social agencies in the State that care to make use of such a service. It is a card file, each card having on it only what is known as identifying information: that is, surname, given names of the heads of the family, maiden name of the woman, birthdates and birthplaces, names and birthdates of children. Besides this is the address and the names of all agencies, or counties, that have had any contact with the family. This information is always confidential, and is given only to a recognized inquiring agency.

Such an index has several values to a community. It saves the time of workers in making new records on cases by quickly enabling them to ascertain whether there are other records for the same case, and if so, where they may be found, thus eliminating costly duplication of effort. It often saves the applicant from the unhappy repetition of his story. The Index assists in keeping families identified as they move about. It assists agencies in planning for families by collecting information from other agencies previously involved with the cases.

Considerable progress has been made in establishing a statewide index and the several district indexes. The files have been preserved, although temporary suspension of work on these indexes has been necessary as an economy measure.

SECTION 10

CARE OF INDIGENT TRANSIENTS

"The State Board, when funds have lawfully been made available for the removal from the State to the state of legal residence of such persons in camps, shelters, or public or private institutions for such period of time as may be necessary and shall cooperate in any manner not in conflict with the constitution and laws of the State of Florida, with any Federal agency or department interested in or taking responsibility for the care of such indigent transients, and shall make such provisions for the removal from the State to the State of legal residence of such transients as may be consistent with the best interest of the State and of such indigent transients themselves." (Section 14, 1935 Social Welfare Act).

Caring for the destitute is always a problem, but when they are homeless transients the problem becomes specialized.

The development of easy transportation in this country and the dissatisfactions of the depression encouraged many destitute individuals to break loose from their moorings. Florida, a state which makes a business of inviting tourists by advertising its charms, has naturally attracted a disproportionate share of transients who are without means of support.

Shortly after the State Board of Social Welfare was organized in the fall of 1935, Federal help for the care of transients was withdrawn and the Board faced the responsibility for the orderly liquidation of the Florida Emergency Relief Administration transient camps, in which an average of 8,000 non-residents had been provided food, shelter and work during the preceding two years. That program was closed out largely by certifying the employable persons to the Federal works program for work on projects where it was difficult to obtain sufficient local labor.

Most difficult was the problem of satisfactorily planning for approximately 200 disabled unemployable persons who appeared to have no legally responsible relatives, or legal residence where they would be entitled to public relief. But intensive effort finally located all but 11 of them with relatives, in other states, or in institutions. A few did not accept plans made for them and returned to the road to wander and beg. The final few sick and helpless had been concentrated in Lowry Park camp in Hillsborough county, and the solution to the problem of their care was finally found when the State Board of Social Welfare

arranged a transfer of needed Florida Emergency Relief Administration equipment to help furnish the new County Home for the Aged, and in return the County Commissioners accepted responsibility for the care of these unfortunate people.

Central Application Bureaus

The closing of Federal transient bureaus in Florida in the fall of 1935, just as the seasonal migration was beginning, brought about a chaotic situation with regard to the care of needy transients. Local agencies found their budgets unequal to the new burden, although an effort was made to relieve the most acute suffering among this class. Much confusion and distress resulted. Non-residents canvassed all of the agencies in every city, sometimes without receiving any assistance, or, if they were lucky, getting a bed at one place, a meal at another, an article of clothing somewhere else. But this haphazard assistance contributed little to the solution of the real problem. Central application bureaus were established in Jacksonville, Tampa, and Miami—the three cities where the transient problem was most acute—to interview transient applicants, to classify them on a basis of need and possibility of a reasonably prompt solution of their problems, and to refer them to the agency equipped to provide the type of relief required. Visitors experienced in transient work were assigned to this service, which was continued until it became necessary a few weeks ago to reduce the Board's operating costs. These services aided materially in eliminating confusion and duplication and in preventing suffering among destitute non-residents during the two winter seasons following discontinuance of the Federal transient program.

Transient Coordinating Committee

The seriousness of the transient situation in Florida led to the appointment of 56 representative citizens to the Governor's Transient Coordinating Committee to study the problem realistically and to make recommendations for long range planning. The Chairman of the State Board of Social Welfare accepted the chairmanship of that committee, and the Director of the Department of Transient and Unattached of the State Board of Social Welfare acted as Executive Secretary.

In the early part of 1936 the Committee submitted a report which set out that transiency is to a high degree inter-state in character; that conflicting settlement laws and varying relief standards between the states contribute to the problem; and that it is inseparably connected with the fluctuating demand and

supply of labor throughout the country. For these reasons, the Committee concluded, the separate states could not deal effectively with the problem and proposed a program of joint Federal and State action. The Committee recommended that the Social Security Act be amended so as to provide for Federal grants-in-aid to states for transient care. Recommendations of the Committee were incorporated into bills which were introduced in the United States Senate and the House by the late Senator Park Trammell and by Representative Mark Wilcox, respectively.

The work of the Florida Committee immediately attracted attention in other states and within a few weeks many other state groups were actively pressing for Federal legislation. It soon became apparent that the Trammell and Wilcox bills had been offered too late to obtain a committee hearing during the 74th session. A substitute was prepared in the form of a Senate Resolution instructing the United States Department of Labor to make a study of workers who migrate across state lines and submit recommendations for Federal action. The Florida Committee drafted the Resolution and was successful in getting it offered in the Senate. It was adopted by that body in June, 1936. The study was started last fall and a report will be submitted at the present session. This report is expected to form the basis for the drafting of effective Federal legislation.

SECTION 11

RESEARCH AND STATISTICS

"The State Board shall make or cause to be made from time to time, such studies and surveys of social problems within the State as are pertinent to the duties imposed upon it by this Act. Said Board shall submit its findings and recommendations to the Legislature with its biennial report.

The Board in making such surveys or studies may in its discretion, in any manner which is not inconsistent with the constitution or the laws of the State of Florida, cooperate with existing national, state or local agencies whose functions may be coordinated and correlated with the work and duties of the State Board." (Section 3, 1935 Social Welfare Act)

The collection of statistics and the research carried on by the State Board of Social Welfare has been for the following purposes:

- (1) Compiling required reports to the Federal agencies on the various phases of the program in which they are interested.
- (2) Supplying managerial devices for aid in administration.
- (3) Furnishing source material required in the planning of future programs.

The first involved the collection and analysis of the statistics of current relief activities in the State and the second involved analytical studies of the problems of dependency with the purpose of designing means of meeting these problems.

CURRENT RELIEF STATISTICS

Since February 1936 the State Board has collected current data on relief extended by the various local governments and by the State Board of Social Welfare. The type of data gathered was designed to meet the requirements of Federal reporting as well as to furnish information on items of local interest and of importance in the administration of public assistance.

State and District Board Statistics

With regard to the old age assistance program, special efforts have been made to analyze the statistical data and to present the information to the State and District Boards so that it would be of value in the determination of policies and establishment of procedures. A specific example will be helpful in showing how statistics have been of value in determining the old age assistance program. The State Board, recognizing its responsibility in maintaining specified minimum standards in old age assistance benefits, kept an account of these standards by having an analysis made of the authorized grants in each county. Notations were made where the grants were below the minimum set for the State, and these benefits were then interpreted in terms of the funds available in each county. This led to special efforts which resulted in more adequate grants in many counties where funds permitted.

A complete statistical service was maintained for the other activities of the State Board, including the distribution of surplus commodities, case work service, the number of certifications to the various Federal works programs, services to the State institutions and other types of services rendered.

Detailed information gathered on surplus commodities was of particular value in interpreting the public assistance program in Florida. As large numbers in need of relief were not able to receive assistance from the local governments because of the lack of funds, commodities were the only form of aid available to them. For purposes of planning it was necessary to determine the types of dependency problems presented in these cases (that is; whether these families were in need of old age assistance, aid for dependent children, aid to the blind, or were in need of relief primarily because of unemployment, or were considered unemployable because of mental or physical disabilities). Information was also gathered on those cases that received commodities as supplementary to relief allowances from other agencies or to works program earnings.

The statistics gathered on old age assistance, commodity distribution, and the other services of the State Board of Social Welfare were utilized as administrative devices in various ways:

- (1) The information was used to measure the size of the job, and as a basis for the administrative budgets of the several districts.
- (2) Evaluations of the several phases of the program as based on statistical data also helped guide necessary reductions from time to time.

Local Public Relief Statistics

An integrated picture of the relief situation in Florida must necessarily include the activities of the 92 local public and semi-public relief agencies. The State Board, therefore, collected statistics on the local relief activities beginning in March 1936. Part of the expense in collecting these data was borne by the Federal Works Progress Administration's Division of Social Research, since the Federal government has also been interested in detailed public assistance statistics. From all the statistics gathered, the State Board had a complete picture of the number of cases receiving relief, the amounts expended for relief, and the number of cases who could benefit from the Social Security program.

The following table summarizes the public assistance picture for the month of January 1937. It is to be noted that the employees of the Works Progress Administration are included so as to give a complete picture, and also "commodity only" cases are included, showing the number of cases who are in need of public assistance but receive commodities as the only type of aid:

TABLE X

SUMMARY OF ALL TYPES OF PUBLIC ASSISTANCE IN FLORIDA

JANUARY, 1937

Type of Assistance	Cases	Relief Extended
General outdoor relief (cities and counties).....	7,858	43,427.59
Mothers' assistance (counties).....	2,301	24,346.00
Blind assistance (counties).....	216	1,741.00
Old age assistance (State & District Boards)....	8,284	89,855.05
Works Progress Administration employees.....	25,257	922,195.52
Commodity only cases (State & District Boards)	18,532
Total.....	62,448	\$1,081,565.66

In addition to the information on the number of local relief cases and the amounts expended, the State Board has also collected information on other characteristics such as number of persons per family and the types of assistance the cases should receive (that is; whether the case is eligible for old age assistance, aid to dependent children, blind assistance, or is in need of relief primarily because of unemployment or because the members of the family are unemployable due to physical or mental disabilities).

Federal Emergency Relief Administration Statistics

In addition to these types of reporting, the State Board has continued to report the statistics required by the Federal Emergency Relief Administration with regard to its funds being disbursed by the State Board of Social Welfare.

SURVEYS AND STUDIES

During its first year of existence, the most important undertaking of the State Board was planning for participation in the Public Assistance Titles under the Social Security Act.

Social Security Survey

The first task was to determine the size and characteristics of the old age assistance, aid to dependent children and aid to the blind problems. With this object in view the State Board undertook a comprehensive survey of all cases receiving relief from all types of agencies on March 31, 1936. This survey was financed through a Works Progress Administration project and employed approximately 100 workers.

For every relief case having one or more members sixty-five years of age or over, a schedule was completed. Also, for every case in which there was a child deprived of parental support by reason of death, disability, or continued absence from the home of one or both parents, a schedule was completed. At this writing all schedules have been completed, coded, and are now being tabulated. Preliminary tabulations, however, have been made in order to determine the budget proposals to the Legislature. The results of these preliminary tabulations, with the proposed budget, have been given wide distribution throughout the State (the budget proposals are presented in another part of this report).

Final tabulations of the report will indicate certain characteristics of the cases eligible under the Social Security Act and will indicate the approximate number of persons not eligible because they do not meet certain technical requirements. Further discussions will indicate whether the technical requirements of citizenship and residence should not be relaxed so as to include the larger number of those found ineligible.

Ability of Counties to Finance Old Age Assistance

When it was decided by the State Board to establish the present temporary old age assistance plan on a county financed basis, the question of the ability of the county governments to contribute to such a plan was of paramount importance. The State Board therefore made a study of the financial condition of Florida counties.

The basic data had already been compiled by a Florida Emergency Relief Administration survey on taxation. The statistics were treated in such a way as to give for each county an index of financial strength. The results also contained a brief evaluation of financial conditions of each county with respect to its ability to contribute to the relief program. The study proved of great value in gauging what were the reasonable amounts that could be expected from each county as its appropriation towards the present old age assistance program. The final report was not published because of the cost involved. Several typewritten copies were made for use of the State Board.

Salary Scale Study

Another study which was conducted by the State Board was for the purpose of determining what would be fair salaries to pay its employees. Two types of employees were covered by this study—clerical workers (including bookkeepers, statistical clerks, stenographers, typists, etc.), and social service employees. Two separate schedules were prepared, one for each type of employee.

The schedules on clerical workers were sent to a large number of firms doing business in Florida. These firms included banks, insurance companies, retail establishments, wholesale distributors and other types of firms. For social service employees, the State Board sent a schedule to agencies in the State which employ these types of workers and to a number of agencies in other states.

The results of this study were used by the State Board when it established the salary scale for the State and District employees.

SECTION 12

INFORMATIONAL AND EDUCATIONAL SERVICE

The State Board of Social Welfare has not only recognized the public's right to receive information regarding its aims and activities, but has acted in the belief that the best performance of its duties and the effective realization of the purposes for which it was created depend in a large degree upon a wide public understanding of its program and policies. This is particularly true during the formative period of a program which involves new methods of dealing with social problems and which intimately touches the lives of thousands of people in such ways as do the old age assistance program and the certification of needy persons for Federal work projects.

Through the media of news releases to daily and weekly papers, occasional radio broadcasts and publications, the Board has sought to keep the people in all sections of the State informed as to its activities.

During Human Security Week, just prior to the last general election, the State and District Boards carried on an informational and educational campaign which reached thousands of persons in the State and resulted in an overwhelming majority for an amendment to the Constitution empowering the Legislature to appropriate funds for relief purposes. This campaign was selected by the national Social Work Publicity Council as one of the eight outstanding examples of social work publicity in the United States during the past year.

The Board has issued a monthly publication, as do similar departments in other states. It is known as the Social Welfare Review. It serves as an instrument of social interpretation, describing in more detailed form than is possible through other media, the work of the State and District Boards, presenting the needs that exist and the methods by which these needs may be met.

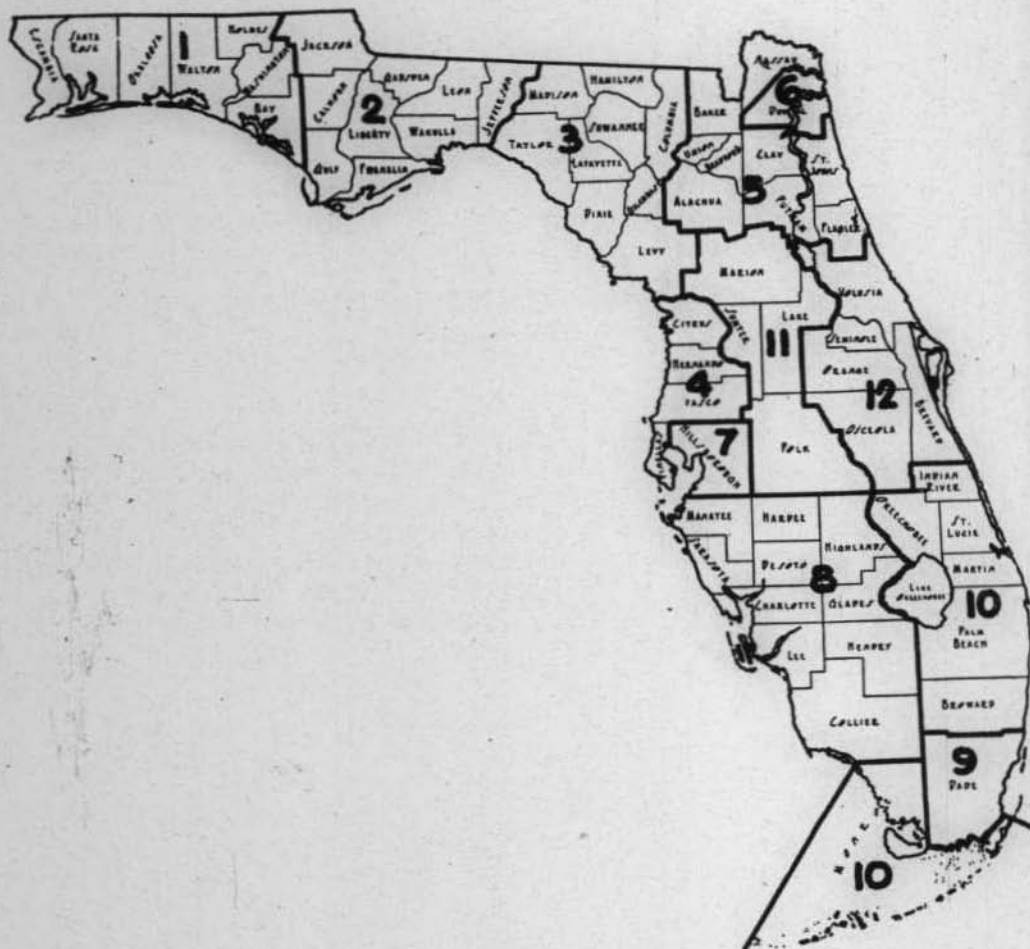
In response to a need, evidenced by numerous requests for information on Florida's welfare laws and agency facilities, the Board has published a Guide to The Social Welfare Laws of Florida, a Directory of Social Agencies, and The 1935 Social Welfare Act. Several thousand copies of these publications have been distributed to interested citizens in the State.

PART III
ORGANIZATION OF THE STATE BOARD OF
SOCIAL WELFARE

The preceding sections, on the functions and services of the State Board of Social Welfare, have reported upon its accomplishments. It seems proper that a physical description of the organization which has served as the vehicle for those accomplishments be briefly outlined. Particularly the district plan of administration and the development of a merit basis for selection of qualified personnel appear to warrant emphasis.

Florida State Board of Social Welfare

Administrative Districts



ORGANIZATION

The District Plan of Administration

Under the district plan, which is a distinguishing feature of Florida's welfare program, the State is divided into twelve groups of counties, forming twelve administrative units, as shown in the map on the opposite page, instead of requiring separate boards and headquarters in each of the 67 counties. The most obvious advantage of this system is economy, but it has other important aspects. Since each county is represented by at least one member on the board for its district, local control of the program is preserved, but at the same time, twelve districts are few enough to make uniformity possible and to simplify maintenance of standards. The district plan has also made for the most effective use of the limited experienced supervisory personnel available, as there would not have been a sufficient number of qualified persons to supervise 67 county offices under the standards which have been obtained.

The twelve district boards are composed of able local citizens who serve without pay. One board member is chosen from each county which has a population of 25,000, or less, and one additional member for each additional 25,000 population. In counties having a population of more than 50,000, separate units within the district are authorized by law.⁽¹⁾

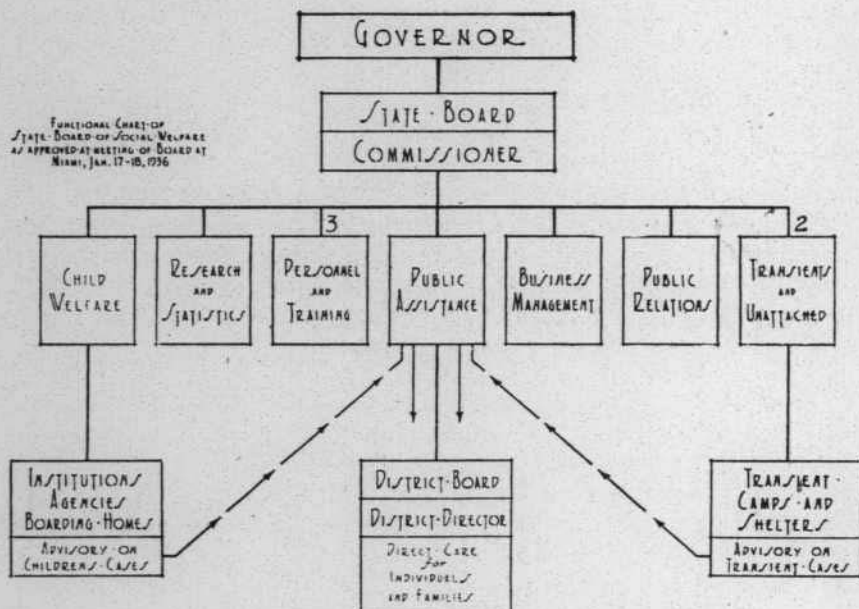
The members of the district boards are civic leaders familiar with the needs of their communities. Those selected to serve on the boards are doctors, lawyers, business men, women interested in civic affairs, and others most likely to discharge well the responsibilities of administering a welfare program. These local people have contacts which enable them to make the most of the resources of public and private agencies in their districts; and they are in a position to interpret to the public the welfare program as it develops. The boards have full authorization to employ their staffs; and they are authorized to formulate all local policy.

Florida was first to employ this district system of administration. In the last two years many states have watched this pioneering effort in welfare administration with interest.

(1) See Appendix for list of district board members.

Organization Chart

Below is a functional chart of the State Board of Social Welfare.⁽¹⁾



The foregoing chart illustrates the set-up of the State Board and its staff. The various state office departments are primarily giving services to the district boards and staffs; the direct line of relationship between the state office and the district is carried in the Department of Public Assistance. The work in the districts is, of course, under the direction of district boards and carried out by the district staffs.

(1) As approved by the Board January 17, 1936.

(2) The Department of Transient and Unattached was dropped as an economy measure February 15, 1937.

(3) The Department of Personnel and Training was temporarily discontinued February 15, 1937, its work being assumed by the Department of Public Assistance.

Personnel

It is not fair to those entitled to skilled social work treatment to find themselves in the hands of persons wholly unequipped to give the kind of service required. At the same time, welfare agencies have a responsibility to the public to conserve and use wisely public money which is appropriated for relief. Selection of adequately trained personnel for social work and its administration is therefore doubly important.

Florida did not afford an adequate number of well-trained social workers, but Florida people are rapidly being developed in that profession. Most of the activities of the emergency relief program were hurriedly undertaken and some of the persons in that program were not qualified for the work, but the Emergency Relief Administration foresaw the necessity for qualified persons. Before the beginning of the present welfare program, the Florida Emergency Relief Administration conducted an organized training program in order to equip local people for work. Scholarships were provided in order that promising employees could take courses at recognized schools for at least a semester. Thirty-five Florida workers took such training. When the State Board of Social Welfare was organized it attempted to consolidate the gains that had been made, and 24 of these persons are now employed in administrative, or supervisory social work positions in Florida.

Since most of the workers employed by the district boards were equipped only with emergency relief experience, with little or no formal training in social work, the State Board organized a training program, holding classes and providing reading material and skilled guidance to develop in the State an adequate force of qualified social workers. Many promising workers are being encouraged to prepare for social work on a career basis.

The Merit System

"The merit system may be defined as a set of procedures for selecting and retaining employees in the government service on the basis of qualification and fitness for the work to be done."⁽¹⁾ On June 29, 1936, the State Board of Social Welfare adopted the merit system plan of selecting employees. A Merit System Committee⁽²⁾ was appointed to draw up tests and supervise ex-

(1) McMillan, Wayne, Civil Service Merit System, Social Work Year Book 1937, p. 79.

(2) The Merit System Committee is composed of the following: F. M. Blount, Chairman, Pensacola, also chairman of the District 1 Board of Social Welfare; Dr. E. D. Hinckley, head of the Department of Psychology, University of Florida; Mrs. J. W. McCollum, member State Board of Social Welfare, Gainesville; Dean Mary B. Merritt, University of Miami; and Conrad Van Hyning, State Welfare Commissioner.

aminations. Examinations were held on November 14, 1935 in each of the twelve districts. All of the employees of the district boards who hold social work positions, and new applicants who qualified on a basis of education and experience, were admitted to this examination. A total of 732 applicants were determined to be eligible, and 506 of the eligible applicants took the first examination. Of these, 366 persons received a passing grade and were eligible for the final part of the examination which consisted of a personal interview. Personal interviews were conducted in the districts and 293 persons took this final part of the examination. All but five of these passed this last phase of the test.

The written examination is more practical than theoretical. Examinations were designed to test the applicants' general ability and understanding of the social and economic problems of today. To be eligible for the examination, applicants must be high school graduates, must be at least twenty-one years of age, but not over fifty (unless they have had previous experience in social work), and must be residents of Florida.

The merit system examination is three-fold and includes:

1. A consideration of past experience and education
2. A written examination
3. A personal interview

The State Board of Social Welfare selects its employees from the list of eligible persons who possess the qualifications necessary to enable them to do the type of work required. An examination will be given at intervals to qualified persons who desire to take it. Through this method there will be a permanent list of qualified persons from which the State Board of Social Welfare will obtain its personnel.

PART IV

FINANCIAL REPORT

The following financial section briefly describes the system of budgeting and accounting for funds handled by the State Board of Social Welfare. A single consolidated statement of accounts is also presented.

FINANCIAL REPORT

SOURCE OF FUNDS

No appropriation for social welfare purposes was made by the State Legislature in 1935. However, in order to make possible the operation of the State Board of Social Welfare, authorization was secured from Federal officials in December, 1935, to use balances of funds and other assets of the Florida Emergency Relief Administration. This permission was granted as a result of the feeling that the best possible use to which these funds could be put would be to insure the organization of a permanent State welfare agency which could supervise the liquidation of emergency relief activities, assist with the welfare phases of other Federal programs, and be prepared to administer Federal grants for relief purposes which might be made in the future. Subsequently, funds for specific activities were received from the United States Children's Bureau, the Social Security Board, the State of Florida, and every one of the 67 counties in Florida. The amount of funds received from all sources by the State Board of Social Welfare and the amounts spent are shown in Table XI, page 69.

FINANCIAL SYSTEM

Budgeting. Since the amount of Florida Emergency Relief Administration funds available for use by the State Board of Social Welfare has depended on the cost of liquidating the Florida Emergency Relief Administration, which had a prior claim on all resources, and since receipts of other funds have been contingent on getting certain Federal programs into operation, that exact extent of the Board's financial resources has been uncertain from the beginning. This factor has necessitated strict control of expenditures through budgets, projected as many months in advance as possible, but subject to revision as new resources have become available or as the extent of known obligations against Florida Emergency Relief Administration funds has varied. The practice has been to allot funds among the districts on the basis of a formula which takes into account population, case loads, area to be served, etc. Before they become final these allotments are checked for any other circumstances which might affect the cost of administration and service in the districts where they prevail.

Disbursing. The disbursing function is completely centralized, all checks being drawn by the state office. Payments are made on the basis of vouchers and payrolls drawn in the district and forwarded to the state office for pre-audit, posting to proper accounts, and issuance of checks.

TABLE XI

STATE BOARD OF SOCIAL WELFARE
STATEMENT OF RECEIPTS AND DISBURSEMENTS

August 7, 1935 - February 28, 1937

RECEIPTS

From Florida Emergency Relief Administration.....	\$553,670.51	
From Federal Social Security Board—		
Old Age Assistance Adm.....	14,890.22	
From U. S. Children's Bureau.....	18,400.11	
From the State of Florida.....	2,000.00	
From Federal Social Security Board—		
Old Age Assistance.....	297,804.26	
From 67 Counties in Florida—		
Old Age Assistance.....	299,641.64	
		<u>\$1,186,406.74</u>

EXPENDITURES

From FERA Funds—Administration and Service		
Salaries	\$408,450.56	
Travel	77,291.73	
Other	64,796.56	
		<u>\$550,538.85</u>
From Federal Social Security Funds—		
Old Age Assistance Administration		
Salaries	1,688.99	
Other	500.00	
		<u>2,188.99</u>
From U. S. Children's Bureau Funds—Service		
Salaries	9,983.37	
Travel	1,927.32	
Other		
		<u>11,910.69</u>

From State of Florida Funds	75.00
From Federal Social Security Funds—Old Age Assistance grants to aged persons—October 1, 1936 to March 1, 1937.....	186,054.47
From County Funds—Old Age Assistance grants to aged persons—October 1, 1936 to March 1, 1937.....	186,054.46
Returned to Counties.....	1,258.50
Balance at February 28, 1937.....	\$938,080.96

FERA Funds—District

Allotments	\$ 3,131.66 (1)
Federal Social Security Funds— Old Age Assistance	
Administration	12,701.23 (2)
U. S. Children's Bureau Funds....	6,489.42 (1)
State of Florida Funds.....	1,925.00 (1)
Federal Social Security Funds— Old Age Assistance.....	111,749.79 (3)
County Funds—Old Age Assistance	112,328.68 (3)
	<hr/>
	248,325.78
	<hr/>
	\$1,186,406.74

Bookkeeping. Control and detail ledger accounts, posted from vouchers, are kept in the state office. Only memorandum records of obligations incurred are needed by the district offices in controlling obligations. These district "journals" usually do not require the services of a professional bookkeeper; at the end of each month a copy of the journal for the month is forwarded to the state office, where it is reconciled with the state office books. The district office is then advised of the exact unexpended and unobligated balances of previous allotments. The districts thus have an opportunity to confirm or correct their managerial budget information each month.

(1) Budgeted for use from March 1 - June 30, 1937.

(2) Approximately \$3,100 not available because in excess of allowed 5% of funds spent for assistance. Remainder budgeted for use from March 1 - June 30, 1937.

(3) Balances of appropriations for October 1, 1936 - March 31, 1937. Not available for use after March 31, 1937, until reappropriated.

Auditing. (a). The internal audit system consists of a pre-audit of all vouchers and payrolls before they are approved and certified to the disbursing office for payment.

(b). Responsibility for external audit is jointly that of the Federal Emergency Relief Administration and the State Auditor. The last audit made, covering the period of Florida Emergency Relief Administration activities from March 10, 1934, through December 31, 1935, was completed by G. L. Knauss, C. P. A. (N. Y.), in August, 1936.

TYPES OF EXPENDITURES

Classification by Months. Since nearly all administration and service costs of the State Board of Social Welfare have been paid from Florida Emergency Relief Administration funds, an analysis of these expenditures by months and general classes should be helpful in illustrating the rate of expenditures and the retrenchments made necessary by diminishing or uncertain resources. Table XII, below, is such an analysis for the twelve months ending February 28, 1937. It should be borne in mind that these figures include only disbursements for funds allocated to the State Board of Social Welfare by the Florida Emergency Relief Administration, although the same disbursing unit also handled direct disbursements for the Florida Emergency Administration which were not connected with the state board.

TABLE XII

Analysis of Expenditures by Months and Types for Twelve Months Ending
February 28, 1937

Month	Salaries	Travel of Staff	Travel of Board Mem.	Other Costs	Total
March, 1936	\$ 42,423.54	\$ 6,111.80	\$ 138.42	\$ 5,129.23	\$ 53,802.99
April	34,160.46	6,105.40	460.10	5,287.98	46,013.94
May	29,869.33	5,763.00	618.63	4,968.37	41,219.33
June	28,971.70	5,057.13	384.25	2,496.28	36,729.36
July	27,161.24	4,408.82	394.55	3,332.23	35,296.84
August	27,151.89	4,443.93	295.35	2,883.81	34,774.98
September	23,610.94	3,984.86	648.79	2,961.17	31,205.76
October	25,640.91	5,634.02	833.76	6,586.52	38,695.21
November	24,452.06	4,841.47	629.63	4,191.55	34,114.71
December	25,527.45	5,008.43	288.14	3,826.82	34,650.84
January, 1937....	23,061.26	4,134.36	419.64	3,104.60	30,719.86
February	22,488.22	3,064.24	221.37	3,148.65	28,922.48
	\$334,339.00	\$58,557.46	\$5,332.63	\$47,917.21	\$446,146.30

Salaries. For the twelve-month period the average salary cost per month was \$27,861.58. This represented an average of 282 employees a month, at an average salary per employee, per month, of \$98.80.

Travel Costs. The items for travel cover transportation and subsistence for Board members and employees on official business. During the period under consideration the average travel per month, per employee, was \$17.30. (It should be noted that, while this is a correct arithmetical average, approximately one-fourth of the employees do not travel, and the average per traveling employee, therefore, would be somewhat higher). Board members receive no compensation, but are allowed travel expenses. The Act limits such expense to no more than \$1,200. per year. For the 108 members of State and District Boards the average travel cost has been \$4.11 per month. The reason for the low average appears to be that the Board members are local people and usually meet near their homes.

Other Costs. Other costs comprise telephone and telegraph, printing, postage, office supplies, maintenance of offices and equipment, etc. It has been necessary to purchase little or no office furniture and equipment because of the availability of Florida Emergency Relief Administration equipment. Likewise, there is only one point in the State at which there is a charge for office space, since this is usually provided without charge by local governments or interested organizations and individuals. In spite of the number of forms required in maintaining records for various types of cases, the cost of printing has been kept low by reproducing forms on machinery taken over from Florida Emergency Relief Administration.

ASSISTANCE FROM LOCAL GOVERNMENT UNITS

It is felt that a report on the financing of the State Board of Social Welfare for the past biennium would be incomplete without at least a general reference to the manner in which local governments—counties and cities—as well as private organizations and individuals have given financial assistance in carrying forward the program. The unanimously favorable response of the counties to the request for funds to begin the old age assistance program is well-known to the whole State. It is not so well-known, however, that many counties and cities have provided office space, equipment, mileage allowances, and even workers' salaries. Since these were usually provided through the regularly constituted fiscal channels of the local government, the State Board of Social Welfare is without the means to measure their value in exact figures; but their usefulness is reflected in such things as the low rental cost and the ability of districts to maintain high standards of work in the face of decreasing budgets.

SUMMARY OF PRESENT FINANCIAL SITUATION

With the prospect of some additional funds to be secured from Florida Emergency Relief Administration balances, plus an anticipated grant for administration of old age assistance during the quarter April 1 - June 30, 1937, budgets have been made up for operation of the State Board of Social Welfare through June 30. In order to do so it has been necessary to plan to confine all present activities within their present limits and it has not been possible to contemplate the inauguration of any new service.

The financial statements included with this report are not recommended as models for future planning or as a basis for estimating future costs unless adjustments are calculated to care for the following:

1. The cost of investigating and approving 11,000 additional old age assistance cases.
2. The cost of investigating 9,500 aid to dependent children cases, involving 23,700 children.
3. The cost of investigating 1,200 aid to the blind cases.
4. The cost of providing continuous administration and service in connection with old age assistance for double the present number of cases, and in connection with the entirely new programs of aid to dependent children and aid to the blind.
5. The cost of help which has been secured from Works Progress Administration on projects and which is no longer available.
6. The fact that equipment taken over from Florida Emergency Relief Administration is beginning to wear out, and repairs and replacement costs will be higher.
7. The fact that larger travel allowances than are possible under present budget limitations must be provided if workers are to be most effective.
8. The desirability of providing small increases in salaries, particularly in the low-paid visitor group, to encourage development and in recognition of increasing experience and ability.

The above considerations are mentioned here to clarify their relation to the financial situation which has prevailed, but recommendations and appropriation proposals are presented in more detail in Part I of this report.

APPENDIX

DISTRICT BOARD MEMBERS

District No. 1

Name	County	City
Mr. B. P. Morris, Chairman	Walton	DeFuniak Springs
Mrs. Jessie Currie	Escambia	Pensacola
Mr. E. C. Work	Santa Rosa	Bagdad
Mr. Miles Anderson	Okaloosa	Crestview
Mr. A. L. Wells	Washington	Chipley
Mr. M. K. Jones	Holmes	Westville
Mr. F. M. Blount	Escambia	Pensacola
Mr. W. M. Pope	Bay	West Bay

District No. 2

Mr. I. Gardner, Chairman	Gadsden	Quincy
Mr. J. A. Whitfield	Gulf	Wewahitchka
Mrs. W. B. Malone	Gadsden	Quincy
Dr. N. W. McLeod	Jefferson	Aucilla
Mr. Walter Page	Wakulla	Wakulla
Mr. A. D. Harkins	Jackson	Greenwood
Mr. Ralph Proctor	Leon	Tallahassee
Mrs. Rainey Cawthon	Leon	Tallahassee
Mr. E. T. Spear	Franklin	Apalachicola
Miss Miriam Ritter	Liberty	Bristol

District No. 3

Mrs. Permelia Preston, V. Chr.	Dixie	Cross City
Mrs. B. W. Helvenston	Suwannee	Live Oak
Mrs. Helen High	Hamilton	Jasper
Mr. Max M. Brown	Columbia	Lake City
Mrs. Grace K. Raborn	Gilchrist	Trenton
Mrs. Maude M. Adamson	Lafayette	Mayo
Mr. John Rowland	Taylor	Perry

District No. 4

Mr. Frank Booth, Chairman	Pinellas	Clearwater
Mr. C. D. Shultz	Citrus	Inverness
Mr. O. C. Dick	Hernando	Brooksville
Mrs. Neil Upham	Pinellas	St. Petersburg
Mr. W. H. Brewton	Pasco	Dade City

District No. 5

Name	County	City
Mr. C. S. Brooking, Chairman	Alachua	Gainesville
Mr. W. A. Wilson, V. Chairman	Clay	Penney Farms
Mrs. K. W. Lord	Flagler	Bunnell
Mr. P. E. Canova, Jr.	Bradford	Starke
Mrs. E. G. Baxter	Alachua	Gainesville
Mr. B. J. Padgett	Baker	Maccleddy
Mr. J. D. Thompson	St. Johns	St. Augustine
Mrs. J. E. Maines	Union	Lake Butler
Mrs. Frederick W. Burt	Putnam	Palatka
Mr. W. N. Galphin	Nassau	Fernandina

District No. 6

Mr. George C. Willings, Chm.	Duval	Jacksonville
Mr. H. P. Osborne, V. Chairman	Duval	Jacksonville
Mr. Lucien Boggs	Duval	Jacksonville
Mrs. Israel Kaplan	Duval	Jacksonville
Mrs. Charles B. Norton	Duval	Jacksonville
Mr. Clifford McGehee	Duval	Jacksonville
Mrs. Thomas M. Palmer	Duval	Jacksonville

District No. 7

Mr. J. W. Warren, Chairman	Hillsborough	Tampa
Mrs. Doyle E. Carlton, V. Chm.	Hillsborough	Tampa
Mr. J. W. Henderson	Hillsborough	Plant City
Mrs. C. C. Vega, Jr.	Hillsborough	Tampa
Mrs. C. W. Lyons	Hillsborough	Tampa
Dr. J. C. Cowart	Hillsborough	Tampa
Mr. Ray C. Brown	Hillsborough	Tampa

District No. 8

Mr. David W. Ireland, Chairman	Lee	Fort Myers
Dr. A. C. Grunwell	Charlotte	Punta Gorda
Mrs. A. L. Kelley	Highlands	Sebring
Mr. C. Parkinson	Glades	Moore Haven
Mr. W. D. Roberts	Collier	Immokalee
Mr. E. E. Kelly	Hendry	Clewiston
Mr. A. H. Chapman	Manatee	Bradenton
Mr. W. R. Gramling	Hardee	Bowling Green
Mr. Ivey C. Taylor	Sarasota	Sarasota

District No. 9

Name	County	City
Judge Samuel C. Barco, Chm.	Dade	Miami
Mrs. M. H. Tallman, V. Chm.	Dade	Miami
Mrs. J. J. Knuck	Dade	Hialeah
Mrs. Sidney Weintraub	Dade	Miami
Mr. Tom Pancoast	Dade	Miami Beach
Mr. W. H. Owens	Dade	Goulds
Mrs. Carl H. Dunaway	Dade	Miami

District No. 10

Dr. Carl N. Herman, Chairman	Palm Beach	West Palm Beach
Mrs. Sibyl Hearne, V. Chairman	Indian River	Vero Beach
Dr. H. C. McDermid	Okeechobee	Okeechobee City
Mrs. Walter Dickey	St. Lucie	Ft. Pierce
Mr. Carroll Dunscombe	Martin	Stuart
Mrs. Charles Branch	Palm Beach	Kelsey City
Mr. J. O. Bowen	Palm Beach	West Palm Beach
Mr. Russell Snow	Broward	Ft. Lauderdale

District No. 11

Mr. E. C. Huey, Chairman	Lake	Leesburg
Mr. W. J. Hooten, V. Chairman	Sumer	Center Hill
Mr. Ben Rheinauer	Marion	Ocala
Mr. Harwell Wilson	Polk	Winter Haven
Mrs. V. R. Judson	Polk	Bartow
Mr. R. B. Fuller	Polk	Mulberry
Mr. Horace L. Smith	Marion	Ocala

District No. 12

Mrs. Pauline Igou, Chairman	Osceola	Kissimmee
Mr. Henry J. Wilder, V. Chm.	Orange	Orlando
Mr. Mack Roth	Volusia	Daytona Beach
Mrs. E. S. Lawrence	Orange	Gotha
Mrs. A. G. Wagner	Seminole	Chuluota
Mr. B. J. Cohen	Orange	Orlando
Mrs. W. S. Allen	Volusia	DeLand
Mr. James F. MacMillan	Brevard	Cocoa
Mrs. Nancy E. Lane	Volusia	DeLand

Other persons who have served on the District Boards are listed below:

District No. 1

Mr. Harry Lurton, Escambia County,
Served November 1935 - December 1936

District No. 2

Mrs. D. M. Lowry, Leon County,
Served November 1935 - November 1936

Mr. J. W. Jones, Calhoun County,
Served November 1935 - June 1936

Mr. Sam Teague, Franklin County,
Served February 1936 - October 1936

Mr. Jack W. Simmons, Leon County,
Served November 1935 - November 1936

Mr. E. T. Denmark, Jackson County,
Served November 1935 - March 1937

Mr. D. B. Hayes, Calhoun County,
Served July 1936 - December 1936

District No. 3

Mrs. Edna Maxwell, Taylor County,
Served April 1936 - May 1936

Mr. L. B. McLeod, Levy County,
Served November 1935 - November 1936

Mr. Elmer Crouch, Taylor County,
Served November 1935 - April 1936

Mr. James E. Hardee, Madison County,
Served November 1935 - February 1937

Mr. J. M. Anderson, Dixie County,
Served January 1936 - March 1936

District No. 4

Mr. Abe L. Tarapani, Pinellas County,
Served November 1935 - March 1937

District No. 5

Mr. Robt. Burnsed, Baker County,
Served November 1935 - January 1936

Dr. Seeber King, Union County,
Served November 1935 - August 1936

Mrs. Mabel Coughlin, Putnam County,
Served November 1935 - August 1936

District No. 6

Mr. A. Rice King, Duval County,
Served November 1935 - October 1936

Mrs. Frank Dearing, Duval County,
Served December 1935 - September 1936

Judge Geo. Couper Gibbs, Duval County,
Served October 1935 - February 1937

District No. 7

Mr. Dick Clewis, Hillsborough County,
Served December 1935 - March 1936

Mr. Earnest Maas, Hillsborough County,
Served December 1935 - January 1937

District No. 8

Mr. W. E. Dunwoody, DeSoto County,
Served November 1935 - December 1936

District No. 10

Mr. D. C. Smith, St. Lucie County,
Served December 1935 - January 1936

Mrs. William Warren, Monroe County,
Served January 1936 - February 1937

2